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ABSTRACT

Texas Southern University was created in a decisive period of racial turmoil in national affairs, a period which eventually resulted in dramatic and far reaching changes in legal and societal accommodations of the ambitions and aspirations of minority people. Higher education was an arena of conflict in the forefront of civil rights struggles, and the establishment of Texas Southern in 1947 was an historic stratagem in the legal effort to determine the future of racial segregation in American higher education. The monograph is a summary and analysis of the history and functions of Texas Southern as a predominantly Black college emerging as a "special purpose institution of higher education education for urban programming," an enterprise in cultural pluralism. Consideration is given to the social and political implications of the founding of the institution and to its changing role as well as the dynamics of the "urban university" status. (JMF)

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TEXAS SOUTHERN UNIVERSITY....

.... From Separation to Special Designation

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with

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PREFACE

This monograph is a synoptic summary and analysis of the history and functions of a unique institution of higher education in America. Texas Southern University, established in 1947, was created in a decisive period of racial turmoil in national affairs, a period which eventually resulted in dramatic and far-reaching changes in legal and societal accommodations of the ambitions and aspirations of minority people. Higher education was an arena of conflict in the forefront of civil rights struggles, and the establishment of Texas Southern was, in point of fact, an historic stratagem in the legal effort to determine the future of racial segregation in American higher education. The fact of the existence of the University, or at least of its School of Law, was an important factor in the Supreme Court's 1950 decision in the **Sweatt v. Painter** case, which, together with other Court rulings, began to remove judicial sanctions of racial segregation in higher institutions. Needless to say, the findings in the Sweatt case became part of the legal reasoning which entered into the sweeping desegregation decisions of 1954.

The fate and development of the one American university which was almost literally a "creature" of the fundamental philosophical and societal conflict involving segregation and integration have a special symbolism and meaning in higher education in the nation. The University, which could have become a perpetual monument to racial separation and cultural divisiveness in America, is still alive and thriving, but, significantly, as an educational enterprise in cultural pluralism. Indeed, the Texas Legislature, which commissioned the establishment of the University in stormy racial circumstances in 1947, has recently accorded Texas Southern an official designation as "a special purpose institution of higher education for urban programming," and the House of Representatives of that Legislature has even more recently passed resolutions of commendation and continuation with respect to the University's ongoing programs and services. Thus, Texas Southern is making a difficult, but exciting transition "from separation to special designation."

The story of such a university deserves to be told in its own right, and, whatever may be the shortcomings of the present monograph, is an interesting and fascinating study in the vicissitudes of American higher education and of American race relations. A recounting of the Texas Southern institutional experience may have meanings and implications, however, for the larger community of American colleges and universities, and especially for that "threatened species" popularly known as "predominantly Black colleges and universities." A clear and present issue with this latter group of schools is the whole matter of creative institutional survival and progress. The Texas Southern story may well have "lessons to be learned," as it were, by institutions and organizations now being required to adjust to the "new realities" of their societal existence.

The authors of the monograph have themselves been active participants in many of the University developments which are described herein, so that the text does not pretend to have absolute objectivity or impartiality. Still, the manuscript has been written with an awareness of the "natural" bias which may inevitably attach to interpretations of University affairs. Moreover, the ideas and topics under present discussion have been reviewed by a distinguished panel of consultants, including Dr. Elias Blake, of the Institute for Services to Education; Kenyon Burke, of the Urban Affairs Department, Anti-Defamation League; Dr. Martin Jenkins, of the American Council on Education; Dr. Earl M. Lewis, Director of the Urban Studies Program at Trinity University; Dr. S. M. Nabrit, Director of the National Fellowships Fund and Former President, Texas Southern University; Dr. Kenneth Tollett, Distinguished Professor, Howard University; Ms. Barbara Wheeler, The Urban Center, Columbia University.

The background research and the preparation of the manuscript have had the continuous advice and counsel of Dr. Granville M. Sawyer, President of Texas Southern University, the immediate architect for the University plan for its "special purpose designation." Sections of the text dealing with legal matters have been monitored by Dr. Otis King, Dean of the School of Law of the University. Special editorial services have been performed by Dr. J. Marie McCleary, Head of the Department of English; by Dr. Peter B. Thornton, of the School of Education; and by Elva K. Steward, Director of Alumni Affairs.

Valuable technical services have been performed by Harold Houston, Jr., University Planning and Facilities Management Specialist; Rodney G. Evans, Instructor in Technology; James H. Wilson, graphic arts specialist; Cornelia E. Barnes, typographer.

J. S. Lash
H. W. Dixon
T. F. Freeman

June 15, 1975

A UNIVERSITY FOREWORD

The reader of this monograph **Texas Southern University: From Separation to Special Designation** can be assured that the document is an authentic contribution to the University's sense of history and of philosophical continuity.

The monograph gathers together and gives both a narrative and a logical perspective to a whole series of historical, intellectual, and programmatic events which have affected the University's growth and development for more than a quarter of a century, and which have brought the institution to its present point of advancement.

There is no question that a competent linkage and interpretation of the University's programmatic and service operations over the years have been sorely needed, so that there emerges a verification of institutional direction and momentum. This document is such an interpretation, and, further, it can be regarded as part of a process of codification of the developing societal commitments of one Black higher institution. A process of codification strongly recommends itself to the entire complex of the nation's predominantly Black colleges and universities, institutions which are now under severe pressures relating to their educational quality and to their institutional futures.

Like other predominantly Black colleges, Texas Southern has never been in position to cloak itself in the traditional calmness and serenity of classic academia. As this publication makes abundantly clear, the University has, from the time of its establishment, been "special", and what it has done or has not done as an educational entity has been the subject of a special kind of societal attention. Like other Black universities, Texas Southern has found itself under almost continuous scrutiny -- by people who support its programs and services and wish the institution well, but also by people and agencies desiring to absorb the institution's human, programmatic, and service capabilities intact. An obvious consideration would be to turn these capabilities to other uses in educational and societal matters of significant import. There would not, however, necessarily be -- at least in some of these considerations -- a substantive attention to or respect for the University's historical sources of actual strength and viability.

Yet, as this monograph emphasizes, the University leadership has not been as much preoccupied with "techniques of survival" as it has been with "strategies for creative continuity," a conceptualization much more difficult of realization and implementation, but infinitely more challenging and exciting. Manifestly, Texas Southern University can have a bright and constructive institutional future, with a continuing orientation toward those human and programmatic concerns which have given the institution whatever elements of strength, character, and integrity it has been able to accumulate up to this point .

While Drs. Lash, Dixon, and Freeman properly concentrate their analysis on events surrounding the University as a State-assisted institution, since 1947, T. S. U. people are conscious of an even longer history of the germ idea of an availability of higher education for minority people in the Houston area. As early as 1926, there emerged in Houston a petition to Wiley College and to Prairie View College to offer college-level work for qualified local Black candidates, as extension offerings. Thus, in one sense, given the extension of titular institutional predecessors in Houston, Texas Southern can be said to be, overall, in the upcoming fiftieth year of its existence, its semicentennial year coinciding with the celebration of the nation's Bicentennial.

Thus, the institution which a **Reader's Digest** writer (Noel F. Busch: April, 1975) identified as "the best Black institution of higher learning west of the Mississippi" owes to itself -- to its sense of history and of continuity, to the experimental and practical pledges which have been made in its name to several generations of students, to an acknowledgement, of generous and steadfast supports from several sources of public and private encouragement -- a conscientious effort to enhance those institutional activities and enterprises which have "brought us thus far on our way."

As a documentation of the intellectual history and of the programmatic development of the institution, **Texas Southern University: From Separation to Special Designation** offers the University one articulate statement of this obligation. The University Administration is, therefore, greatly indebted to the authors of the monograph, and to the John Hay Whitney Foundation for its partial sponsorship of the effort which has produced this manuscript. The University has been presented with a perceptive recounting of where it has come from, and, by implication, of where Texas Southern has to be going.

The University Administration attests to the correctness and authenticity of the historical interpretations set forth in the monograph, and views this synoptic summary of the University's transition "from separation to special designation" as a scholarly benchmark in the institution's development.

Granville M. Sawyer, President
Texas Southern University
June 15, 1975

TEXAS SOUTHERN UNIVERSITY:
FROM SEPARATION TO SPECIAL DESIGNATION

CHAPTER I

THE BEGINNINGS: SWEATT vs. PAINTER REVISITED

A. INTRODUCTION

Virtually since the time of its establishment as a state-supported institution of higher education by acts of the Texas Legislature in 1947, Texas Southern University has been in a process of direct and dynamic interaction with its several communities in basic societal affairs. The fact of this interaction and, indeed, the fundamental nature of the interaction itself were made almost inevitable by the circumstances attendant to the creation of the University and by the special patterns of academic and service programming which have been integral to and characteristic of the University's responses to the needs of its several clienteles. From its very beginnings the University has found itself in special circumstances which have recommended and even dictated an institutional uniqueness in operative special purposes, and over the years these purposes have become systemic in the institution. **The implementation of these purposes has by now become regularized and focused principally in broad areas of urban affairs, so that the University has achieved status as a special-purpose institution of higher education.**

The University was started at a time when racial segregation in graduate and professional education in the South and Southwest was under heavy fire in the courts and in forums of popular discussion. There had been a series of dramatic efforts to secure admission for Black students in then all-white professional schools in several states. Indeed, the University was brought into existence at the very time that the State of Texas was itself deeply involved in litigation relating to the now-famous **Sweatt v. Painter** case, which was ultimately settled by a decision of the Supreme Court of the United States on June 12, 1950, in effect directing the University of Texas to admit Heman Marion Sweatt, a Negro applicant, to its School of Law.[1]

While the **Sweatt v. Painter** litigation was still being processed in the lower state and federal courts, however, a decision was reached by responsible officials of the State of Texas to establish a new higher institution for Negroes in the State. Under the pressures of judicial opinion and action, other Southern and Border states had added professional schools, chiefly schools of law, to the curricula of existing Black institutions, and, as a matter of fact, the State of Texas had already created a "law school" for Negroes. It was clear, however, that this "law school", hastily and tortuously improvised, would be unlikely to meet the severe tests of equivalence being pressed in Sweatt's behalf by local attorneys with the formidable assistance of the legal staff of The National Association for the Advancement of Colored People.[2] It was widely recognized, moreover, in Texas and elsewhere that the challenge to equivalency of educational opportunity could be extended beyond the availability of professional training in law, and offered with some chance of success in other professional fields, particularly in situations where no publicly-supported training programs in the professions existed for Negroes within a given state.[3]

B. TEXAS MAKES A CHOICE

Accordingly, in March of 1947 the Fiftieth Legislature of the State of Texas enacted provisions for the creation of "The Texas State University for Negroes," a new institution to be located in Houston. The legislation (Senate Bill No. 140) also changed the name of Prairie View University, then the only state-supported four-year college open to Negroes, to "The Prairie View Agricultural and Mechanical College."[4] The primary focus of the 1947 legislation was, however, the establishment of the new university in Houston, and it was a well-publicized hope, if not an actual expectation by some State officials, that the proposed institution would meet the insistent legal requirement of "equality of opportunity" in higher education in Texas, so that the legality of racial segregation could once again be validated by the courts. Such a hope or expectation, if it really existed, was, of course, eventually to be unrealized -- or, to put the matter more accurately, unfulfilled within the societal context and the legal framework into which it was originally fitted.[5]

It is significant in an interpretive analysis of the origins of the new University that while the legal position of the State of Texas sought recognition of a "law school" that had been created overnight, so to speak, there was not a serious corresponding claim by State officials that Prairie View University was substantially "equal" in comparison to the University of Texas, though there was some sentiment in support of such a position. Prairie View, originally known as The Normal School for Colored Teachers, had been brought into the state system in the latter decades of the nineteenth century, and had been designated "a land-grant college" for Negroes, thus facilitating the flow of federal funds from the Morrill Acts into the state. The college had been re-named, and perhaps re-programmed, several times through the years. Its status as nominally a **university** at the time of the decision to begin a new higher institution for Negroes in Texas was apparently intended to indicate official recognition that the curricular programs of the school had been or could be moved beyond the point of its land-grant activities. Yet, it was not an absolutely all-covering claim in Texas, as it then was in some Southern states, that the existing State "university" for Negroes was the kind of institution which the 1947 legislation would establish. Instead, the legislation by implication offered to augment Prairie View University by the instrument of "an institution of the first class for Negroes," and specifically changed the name of the existing institution to reemphasize its land-grant **equivalency** to The Texas Agricultural and Mechanical University at College Station, of which Prairie View was then and still is a part for administrative purposes. The legislation further designated Prairie View as a temporary site for certain courses which might be demanded by Black applicants to The University of Texas, until such time as the new University in Houston became operational.

Thus, though other Southern states had elected to add new options in graduate and professional education for Negroes to the programs of existing Black institutions within their systems, the decision in Texas was to create an entirely new higher institution for Negroes. Texas was, as history now shows, the only Southern state to make such an expansive and far-reaching choice.[6] The decision was, without doubt, to prove fateful and, in a sense which probably was not then fully understood by State officials, particularly fitting and prophetic.

Aside from the racial restrictions written into the 1947 legislation, the provisions for the new University laid heavy stress on the establishment of "a university of the first class." The text of Senate Bill No. 140 includes such phrases as ". . . courses shall be equivalent to those offered at other institutions of this type supported by the State of Texas. . .," and ". . . the University shall, at all times, offer educational opportunities equal to and comparable with those offered by other institutions of its type supported by the State of Texas." The new University was authorized to initiate a wide range of offerings, "including pharmacy, dentistry, journalism, education, arts and sciences, literature, law, medicine, and other professional courses."[7] There was a further proviso that ". . . Upon demand being made by any qualified applicant for any present or future course of instruction offered at the University of Texas, or its branches, such course shall be established or added to the curriculum of the appropriate division of the schools hereby established."[8]

Clearly, had it been possible for the institution primarily described in the 1947 legislation to spring into existence immediately, as some conservative Texans seemed to anticipate, the result might well have been at least a physical campus, if not a programmatic mushrooming, the size of which would have been immense. The University of Texas, then considered by many competent educators as the best of the Southern universities,[9] was designated in the legislation as the yardstick by which the proposed "equivalent university for Negroes" was to be judged. With **Sweatt v. Painter** yet hanging in the judicial balance, here was an open invitation to the appellate courts to make an appropriate comparison as between a proposed new and equal University and the established majority University.

There was, to be sure, in 1947 -- and in the years that have intervened until the present -- a widespread suspicion that the establishment of The Texas State University for Negroes was little more than an official subterfuge, an elaborate and grandiosely-represented ploy by means of which the State of Texas then sought to influence the final decision in **Sweatt v. Painter**. It is by now conventional and even tempting -- especially for professional critics of Black colleges -- to say that had the final decision of the Supreme Court favored the State of Texas position, there probably would have been a return to the **status quo** in higher education for Negroes in the State.[10] Such a speculation is invited, if not justified, by the previous histories -- and in some cases, by the current records -- of some Southern states, including Texas, in the allocation of funds and other supports in behalf of Black institutions. That the speculation is taken to be true by some observers has given rise to their expression of "categorical" doubts about the good intentions and the moral integrity of the State itself in this matter, doubts which have tended invariably to translate into skepticism about the quality of the actual institution which resulted from the 1947 legislation.[11]

Such speculation does not, of course, examine the institution itself, for the precise reason that the basic assumption does not require such an examination. Reservations based on this premise, however, also tend to ignore a rather elementary logic which had to be recognized by everyone concerned in the overall situation which established the University in 1947.

In that year State of Texas officials were acutely -- some of their critics would have used the word "painfully" -- aware that the changing climate of judicial opinion nationwide with respect to the legality of racial segregation in higher education was, to say the least, tending toward a questioning of convenient improvisations which had the effect of denying graduate and professional education to qualified Negroes in segregated systems within given states. There were, moreover, definite indications that the racial customs of the nation itself were softening in the matter of segregation, partially as a result of the human and military requirements and experiences of World War II.

More to the point, the **Pearson v. Murray** case in Maryland in 1936 and the **Gaines v. Canada** case in Missouri in 1938, among others, had resulted in judicial findings favorable to the claims of Black applicants for professional education within their states of residence.[12] There had been determined agitation, as well as formal litigation, to effect the admission of Negro applicants to professional schools in other Southern states. Thus, it was a generally-accepted fact -- in legal circles, among all-white institutions, and in the understandings of the interested Negro community -- that **Sweatt v. Painter** was a pivotal test case which could become a landmark in the effort to desegregate higher education.[13]

The official position of the State of Texas in the case was that a legal education substantially equal to that then available at the University of Texas School of Law was being offered for Negroes, but in a separate, racially-restricted "institution". Beginning in 1946 counsel for Sweatt had emphasized in preliminary briefs and arguments the legal requirement of equivalency of opportunity for Negroes in professional education in Texas. The advocacy of Sweatt's cause was not, it is now widely agreed, a frontal attack on the principle of segregation itself, though such an attack was shortly to be mounted in a series of cases involving public education in the elementary and secondary schools.[14] Rather, the legal argument then was that the accepted legal criterion of equivalency, as set forth in the **Plessy v. Ferguson** decision in 1896, had not been historically satisfied in Texas with respect to professional training in law for Negroes, and that it could not be met by the fortuitous creation of an improvised and segregated "law school."

Implicit or explicit in every legal support or opinion advanced by Sweatt's attorneys was an underscoring of the fact that for practical purposes the concept of equivalency had not been implemented with respect to formal training in law, and that even a real physical facility for the legal education of qualified Black students did not exist in the State. During the course of the litigation the opinions of prominent attorneys and legal educators were elicited on both sides of the contention, and the case came to attract nationwide attention.[15]

Thus, in the instance of **Sweatt v. Painter** dramatic circumstances were developed which assured that the strategic moves of the State of Texas, whatever forms they took, would be under the critical scrutiny and monitorship not only of the courts and of the nation itself, but also of an opposition which had already proved itself in Texas to be intelligent and resourceful. The N.A.A.C.P. had previously demonstrated a certain legal sophistication in the state by opening the then all-white Democratic primaries to Negroes in 1944, and its legal staff was, of course, deeply involved in the Sweatt case.[16]

Given these circumstances, one must assume that, whatever the intent, it would have been capricious and foolhardy for State of Texas officials to presume that their legal position in support of racial segregation in professional education would be or could be supported and strengthened by the interim creation of anything less than the new university for Negroes which their legislation, reactive and defensive though it may have been, purported to authorize and to describe. It is difficult to sustain the theory that the State did not fully accredit the definitive implications of **Sweatt v. Painter** or that State officials could realistically feel that no substantive changes in the provision of professional education for Negroes would need to be made. Thoughtful people on both sides of the Sweatt case knew that the matter would ultimately be submitted to the Supreme Court for a final decision.[17]

Incorporated into the legislation itself was the proviso that the new University was to be located in Houston, a city then well on its way to becoming an urban metropolis, and then, as now, a point of concentration for a diversified population. The designation of this location, presumably for the primary reason that the city was one center of census growth over the years for Blacks in the State, was to prove influential, even decisive, in the development of the new institution, as State officials must have known it would be. Beyond its geographical accessibility and its demographic profile, which tended to favor the location of the new school in an increasingly urban setting, Houston was then a wealthy and politically conservative city, its affairs and basic decision-making apparently under the rather firm control of an informal group of powerful business, government, and industrial leaders in the majority community.[18] There may have been an anticipation by the State leadership that the general racial posture of the city and the wealth and power of an identified city establishment might serve to provide the local financial support which a "first-class institution for Negroes" would undoubtedly need, assuring that the operation of the separate-but-equal principle would have an appropriate exposure, but would be managed in such a way that the State's declared "interests" in a continuation of racial segregation in higher education would be protected.[19]

It must be remembered, however, that Houston in 1947 was also something of a base of operations as well as a natural focus of burgeoning civil-rights activities in Texas. It was then the city of residence of Dr. Lonnie Smith, the Negro dentist who had successfully challenged the all-white Democratic primary a short three years earlier. Houston was the headquarters for a highly-vocal tandem of Black newspapers (the other principal outlet was Dallas) whose editor-publisher, Carter Wesley, vigorously supported the effort of

Heman Sweatt to gain admission to the U. T. School of Law, and who was openly, even bitterly, critical of any arrangement which would circumvent such admittance.[20] Houston's Negro population was not "activist" in the connotation that this descriptive has since acquired, but it was certainly more politically aware in 1947 than might otherwise have been true had there not been **Smith v. Allwright** in 1944, and had not **Sweatt v. Painter** already been the subject of continuing national attention.[21] Indeed, Sweatt was himself a native of Houston.

C. A UNIVERSITY BEGINS

Against this background, then, The Texas State University for Negroes opened its doors in September of 1947. It had acquired a physical location in the Third Ward in Houston, an area which at that time was beginning to undergo an accelerating shift toward Negroes in the racial mix of its population. The institution had been assigned a Board of Directors consisting of five majority and four minority people, one of the first public colleges for Negroes to have an integrated governing board. Even before its first president was selected, the University, acting through the Board, secured the services of an impressive array of Black educators and scholars at salaries which were then considered "very high" in comparison with the pay scale in other institutions and particularly in Black institutions. The school had an overall initial appropriation of some $3 million from the State, with a prospect of a better-than-average level of funding in the future.[22]

Then, almost one year later, came the appointment of Dr. R. O'Hara Lanier, U. S. Minister to Liberia and both a popular and a respected educator in Houston and Texas by reason of previous service in the State. Dr. Lanier was regarded in the Negro enclaves of the State as a community-minded, independent-thinking schoolman whose earlier accomplishments in education and in civic affairs in Houston had been significant.[23] He was, at least in the local view, an outspoken figure whose "liberal" learnings provoked the suspicion of the powerful **Houston Chronicle**, among other conservative forces in the majority community. The newly-selected president had both a leverage and a credibility in the Black community in Texas which could be strategic in the official representation that the new University could aspire to status comparable in time to that of the University of Texas. With this appointment, the process of creating "a university of the first class," albeit "for Negroes," could begin to take on real substance.[24]

In retrospect, it can reasonably be said that, despite an identifiable incidence of "negative" factors associated with the avowed interest of the State of Texas in preserving and extending racial segregation in graduate and professional education in the State, the circumstances surrounding the establishment of the new University in Houston strongly indicated that the school was indeed to be a special institution. These circumstances unquestionably suggested that, perhaps for the first time in the actual, as distinct from the theoretical, history of higher education in the South, there was a credible public intent, however conceived or induced, to provide a university for Negroes which could achieve more than a nominal or a quasi-legal status as a first-class institution. In establishing The Texas State University for Negroes, the State of Texas in effect conceded that its provisions for professional training for qualified Black students fell short of "accepted" standards of equality of opportunity. The institution commissioned by the 1947 legislation was intended, by every turn of the logic which had to be in operation in the Texas Legislature and in the State, to become an institution which would meet these standards. Past circumventions of standards would not, by prevailing indications of the courts and of changing public opinion, be any longer permitted or tolerated. **Whatever may have been an historical duplicity or an educational theodicy in the past in Texas, the new institution would have to be legitimate, circumspect, and at least incipiently equal, if indeed it could be.**

It is not too much to say that the eyes of Texas, if not of the nation, were indeed upon the fledgling school. The range of its academic programs could be broad, and there was a stated concern in official circles for "absolute" quality in these programs. The University was, to be sure, subject to enormous political, moral and philosophical pressures, but these pressures would normally operate to heighten the sense of challenge, obligation and responsibility which those connected with the institution might, with some reservations, feel, knowing -- as unquestionably they did know -- that they were in theory and in point of actual fact caught up in a momentous event in the history of American higher education.[25]

It had to be regarded as a momentous event, no matter what the final court decision in **Sweatt v. Painter** was to be. If the finding was to be in favor of Painter, upholding in effect the right of the University of Texas School of Law to refuse admission to the Black applicant, the new University had a legislative commitment which presumably would support the development of new dimensions and an historically unprecedented meaning respecting the "equal" concept in the separate-but-equal theory. If the finding was to be in favor of Sweatt, granting him admission to a theretofore racially-restricted law school and so signalling "the beginning of the end" of racial segregation in professional education in Texas, there would inevitably have to be a reevaluation of both the legality and the appropriate roles of public higher institutions restricted to members of one racial group or another.[26] In either case, a key element in the final adjudication of the matter was almost certain to inhere in the phrase "university of the first class."

A further weight of logic and of evidence enters an interpretive analysis of the origins of Texas Southern University at this point. Whatever may have been an incidence of hidden motivations and inappropriate intentions of State of Texas officials at the time of the establishment of The Texas State University for Negroes, and whatever strategic advantages may have been seen in a "voluntary" establishment of an entirely new university, their official and legislative pledge to the creation of a university of the first class had to be taken at its face value by the newly-appointed Board of Directors, and by the Administration, the Faculty and the Staff of the new institution. The only feasible assumption of University-connected people had to be that they were to make a serious effort to develop the kind of institution described in the 1947 legislation. It became their basic responsibility to effectuate and to implement an institutional program which might be immediately persuasive in the pending Sweatt decision, but which was almost certain to be influential in the history of higher education in the South.[27]

There may have been some sense of urgency within the institution in view of the fact that the University was undeniably involved in the litigation pending, and there was almost certainly some ambivalence about faculty and staff perceptions of their optimal roles. There was a distinct possibility that any "success" which they might have in bringing off their new school might be interpreted as inimical to the overall ethnic goal of racial integration in higher education, as set forth by the N. A. A. C. P. and other civil-rights organizations. Yet, they had accepted a professional task which they could regard as challenging and capable of realization. They certainly did not lack reminders from both the "liberal" and the "conservative" factions in Texas that theirs was a controversial, and perhaps basically, an untenable responsibility. There was the definite possibility that the University would be damned if it failed, but double-damned if it succeeded.

The University's first permanent administration had no choice except to concentrate its most dedicated efforts on the development of qualitative institutional attributes, according to its perceptions of the characteristics of "an institution of the first class." This administration could not afford to recognize for operational purposes any theoretical and/or historical limitations which might attach to the qualifying phrase "for Negroes". If not from a philosophical conviction, then at least from the standpoint of a "promising" institutional strategy, University officials could emphasize quality in staffing and programming. A start had been made, as has been mentioned, toward assembling a faculty and staff whose individual and collective credentials were extremely good, and the ending of World War II was producing a prospective student population whose ranks would be increased by the availability of educational benefits for returning veterans under the terms of the Serviceman's Readjustment Act.[28] Four schools -- Arts and Sciences, Law, Vocational and Industrial Education, and the Graduate School -- accommodated the beginning curricula of the institution, and an enrollment exceeding two thousand students had entered during the first full year of operations. Contracts had been let for several permanent buildings, so that a physical campus was being constructed.[29]

Thus, the Lanier administration had concrete indications that the State was impelled to honor the substance as well as the letter of the 1947 legislation, and that the University could be both optimal and realistic in approaching a difficult task in educational statesmanship. President Lanier, according to the best recollections of those who worked with him during the early years of his tenure, showed a determination which almost amounted to zealotry in the implementation of the concept of a really fine institution of higher education, and he saw it as possible of actual realization. Though he did not have an entirely free rein in the handling of University affairs (there was, after all, a Board of Directors which had presided over the literal establishment of the University, and there was also a Board-designated "white presence" in the Business Office), Dr. Lanier did have a considerable authority. He had what he appears to have regarded as a Legislative endorsement to accomplish an unprecedented exercise in educational leadership which might shape college and university training for Black students in the South for some years to come. The first president of The Texas State University for Negroes may have been something of a martinet, as perhaps it was necessary for him to be in view of the societal paradox which could make him an academic hero and a larger educationist villian at one and the same time. He was, however, if one listens to both his admirers and his detractors, almost single-mindedly preoccupied with the notion that the institution which he had been selected to head could aspire to an absolute excellence in the community of colleges.

Thus, Dr. Lanier continued the previous University-initiated policy of acquiring the services of instructional personnel whose professional qualifications were well-established. During his regime a School of Pharmacy was added to the University structure, and the administration began to envision the emergence of a School of Business. The pine forest which was becoming the University campus in Southeast Houston continued to be cleared, and The Texas State University for Negroes was gaining status as a force to be reckoned with -- at least in the higher education of Black students in the South.[30]

Meanwhile, **Sweatt v. Painter** was making its necessary passage through the lower courts. As everyone concerned had known it would, the case reached the Supreme Court in due course of time, and a decision favorable to Sweatt's claim to admission to the law school of the University of Texas was rendered. The Court's verdict came less than one year after the Lanier administration had been in office, and its overall impact was generally interpreted not only as ordering Sweatt's matriculation at the State's major all-white university, but also as nullifying the racial restrictions written into the legislation establishing The Texas State University. The University of Texas would no longer be "for whites only," nor could the new University at Houston be "for Negroes." On the same day (June 12, 1950) the Court ruled in the case of **McLaurin v. Oklahoma State Board of Regents** that a Negro applicant could not be compelled to attend a segregated professional school built especially for him and his class and that internal discrimination against Black enrollees in majority institutions could not be legally practiced.[31] These two decisions had the practical effect of eliminating the legal supports for racial segregation in American higher education, although there yet remained to be acted out melodramatic confrontations as between Black applicants and recalcitrant state officials in some Southern localities.[32]

Obviously, the months which followed the Sweatt decision were critical for the new University at Houston. The State of Texas had committed a fairly sizeable, but not a preemptive investment in its Texas State University -- now no longer "for Negroes." The motives widely imputed to the State in its establishment of the University were viewed as essentially segregationist, but the Court decision had called the behavior resulting from such motives illegal. If the State's official interest in the promulgation of the new institution was, indeed, confined to the preservation of racial segregation in public colleges and universities, a question to be faced immediately in the light of the Court finding was the future of the institution which was taken to be the key State agency of implementation of a position which was now legally discredited.[33]

D. NAME AND FUNCTION: A CHANGE

An official reaction in legislative terms was shortly to be made. The Sweatt decision was reached in June, and the Texas Legislature would not be regularly convened until January of 1951. There was ample calendar time for legislators to consider the effects of the decision, and to make determinations of their official reaction. Meanwhile, students at The Texas State University, noting that the racial phrase in the official designation of their institution was no longer valid, began something of a campaign to have that name officially changed. As has been noted, the University staff was already "integrated," but now the administration began an actual process of faculty and staff integration by accepting applications from all interested persons for faculty and staff positions.

At its next session in 1951 the Texas Legislature, noting the "fact that the present name 'The Texas State University for Negroes' does not properly designate such institution," passed an act changing the name of the institution to "Texas Southern University," the new designation to become effective June 1, 1951.[34]

If it is assumed -- as it was by some persons in the first years of the university -- that the official name of the institution at the time of its establishment incorporated a strong implication of overall "second-class" status, the action of the Legislature in changing the name of the University can be interpreted as removing whatever "onus" may have attached to the original name. It is noteworthy, however, that the legislation which changed the name specifically reiterated the commitment of the State to the applicable purposes and objectives of the original institution. The University could not, of course, operate exclusively "for Negroes," but the legislation preserved intact applicable laws and appropriations "heretofore and hereinafter . . . relating to 'The Texas State University for Negroes' " as "applicable and [relating] to Texas Southern University."[35]

Here then was a legislative confirmation of the State's expectation that exertions in behalf of developing a first-class institution in Houston would continue. Any doubts about the University's remaining under State support were at least superficially negated, and the institution was assured that it had a future in which to work out its legitimate educational functions in a climate of greater institutional freedom than had theretofore been possible. Within the space of three years there was to be an implied sanction of an even more profound and far-reaching nature -- the 1954 school desegregation decision of the Supreme Court.

Even after the legislative verification of the continued existence of the University in 1951, there were those Texans who interpreted the action of the legislature as a hopeful effort to divert what might well be a large influx of Black students into previously all-white colleges into what was now permissively a "university of their own." Though there is nothing in the 1951 legislation to suggest such a strategy, it is true that some State officials, including Governor Shivers, publicly declared a renewed intention to make the University "so attractive" that it would be the institution of first preference for its prospective students -- presumably Black students.[36] One can only speculate about what "attractions" these officials envisioned in such statements. It is fairly certain, however, that the University administration regarded the basic attractiveness of Texas Southern as the relevance and excellence of its academic and service programs, its institutional address to the real needs and problems of its several clienteles, and the quality of an instructional staff that was steadily growing in size and in experiential expertise.

By 1955 the University had gained accreditation from the Southern Association of Colleges and Secondary [sic] Schools, the Texas Education Agency, and the American Association of Colleges for Teacher Education. Its School of Law was approved by the State Board of Law Examiners and by the American Bar Association. Its School of Pharmacy was accredited by the American Council on Pharmaceutical Education. In 1955 the School of Business became an institutional entity, and the University had sponsored the beginnings of a modest extension program. Certain of its faculty members, notably John T. Biggers in art, Henry A. Bullock in sociology, and John R. Sheeler in history, were achieving national and international reputations in their respective fields.

In 1955, moreover, there came a change in the University leadership which underscored the commitment of the institution to continuing academic excellence as well as to viable community service. Dr. Samuel M. Nabrit, distinguished biologist and Dean of the Graduate School at Atlanta University, became Texas Southern's second president. Dr. Nabrit's professional and administrative qualifications were impeccable, and his appointment did not have the political overtones which, fairly or unfairly, had insinuated themselves into the operations of the previous administration. The new president brought to his office a prestige and a pattern of educational accomplishment which made possible important new and meaningful connections for the University in the total academic community. Grants to the University from government and from private foundations began to accumulate in increasing amounts, and the range of special programs which have accentuated the status of Texas Southern as a special-purpose institution was broadened.

E. CONCLUSION: A SPECIAL-PURPOSE

Thus, an analysis of the decade of University origins shows rather conclusively that Texas Southern University has had to take itself seriously and conscientiously as striving for and to a considerable extent achieving status as a higher institution of recognized quality. Its establishment came at an opportune and historic interval in the history of American higher education, and the University has moved forward under circumstances which have cast it into the vortex of significant educational and societal affairs. These circumstances would not permit any view by University officials that theirs is merely another college, even had these officials been inclined toward such view. Inevitably, the University was to be special, and its institutional purposes and objectives were to be special.

Those who wished the institution well because it could usher in a new era in the higher education of Black students in the South -- and this group by all accounts included many "established" Black colleges and universities existing in the "genteel poverty" of the pre-Texas State University era -- would point to its beginning affluence as exemplary of what equality under separatism would require. Those who wished it well because they thought it would protect their interest in the continuation of racial segregation in higher education would follow its affairs with a definite, if selfish, concern. Those who wished it to fail because any "success" might be made to serve the uses of segregation would be skeptical of its progress and hypercritical of its shortcomings.

Texas Southern, then, was a "special-purpose institution of higher education" from the time of its establishment. The University's history and its current status support with considerable weight the representation that the institution's philosophical and functional guideline has been the phrase "university of the first class," rather than a legal descriptive rooted in the racial customs of a by-gone period in the nation's history, and now repudiated.

In a distinctive and particularly unique way during the recent years of turbulence in American society, the University has served as an agency of educational involution and resolution of distinctive and unique societal problems and prospects. The beginnings of a re-ordering of ethnic affairs in the nation gave birth to the institution, and its capability for appropriate institutional responses to the re-ordering process has shaped and conditioned the development of its academic and service programs. In a modern national and international society which would validate and implement **cultural pluralism** as an avowed and viable goal, a special-purpose institution of higher education -- a Texas Southern -- is an available resource of power and promise.

ANNOTATION – CHAPTER I

1. **Sweatt v. Painter,** 339 U. S. 629 (1950).
2. The basic N. A. A. C. P. legal team consisted, among others, of Thurgood Marshall, Spottswood Robinson III, Amos Hall, C. B. Bunkley, U. Simpson Tate, and W. J. Durnam.
3. Albert Blaustein and Clarence C. Ferguson, **Desegregation and the Law,** Revised. (New York: 1962), pp. 108 ff.
4. **Vernon's Ann. Civ. St.,** art 2643b.
5. "The Legislature of Texas deems it impracticable to establish and maintain a college or branch of the University of Texas for the instruction of the colored youths of this state. . . Further the Legislature of Texas deems that establishment of a negro [sic] university with [certain constitutional limitations relating to the University of Texas] as to funds and operation would be unfair and wholly inadequate for the purpose of providing an equivalent university of the first class for negroes of this state. . ." **Vernon's Ann. Civ. St.,** art 2643, sec. 1.
6. The State of Maryland, however, at about the same time displayed significant attention to the Princess Ann College, a branch of the University of Maryland. The name was changed to "Maryland State College," and the school took on the appearance of new life. Maryland State College has since become The University of Maryland - Eastern Shore.
7. **V A C S.** art. 2643b sec. 2.
8. **Ibid.**
9. Lloyd S. Lockingen, "The Position of Texas in Higher Education," **Texas Journal of Science,** XVI (March, 1964), 5-27.
10. Professional educators, perhaps because of the history of neglect which Southern states have palpably demonstrated with respect to Black colleges, still tend to feel that these states are not really serious about these institutions. This argument, by strong implication, runs through, for example, the highly-publicized Jencks and Riesman, "The American Negro College," **Harvard Educational Review,** XXXVII, No. 1 (1967), **passim.**
11. An almost week-by-week reiteration of this skepticism can be found in the contemporary editorials of **The Houston Informer,** 1947-1952.
12. Blaustein and Ferguson, **op. cit.,** p. 109. See also Jack Greenberg, **Race Relations and American Law.** (New York: 1959).
13. See, for example, Conrad K. Harper, "The Legal Status of the Black College," **Daedalus, Journal of the American Academy of Arts and Sciences,** C, No. 3 (Summer, 1971), 772 ff.

14. This was, of course, the series of Supreme Court decisions relating to **Brown v. Board of Education** (1954).

15. Among others, legal educators who testified included D. A. Simmons, Past President of the American Judicature Association and Past President of the American Bar Association; Charles T. McCormick, Past President of the Association of American Law Schools, who was also dean of the University of Texas School of Law. The Association of American Law Schools, The Federal Council of Churches, and other national organizations took public notice of the Sweatt case, as did **The New York Times** (see, for example, the issue of August 14, 1949), and other prominent newspapers throughout the nation.

16. **Smith v. Allwright**, 321 U. S. 649 (1944), 36. 261.

17. "During the debate in the Texas senate on the establishment and the appropriation for the separate university, a number of the senators opposed the entire plan. They thought that any money spent on the venture would only be wasted since there was always the ultimate possibility that Sweatt would win his case in the United States Supreme Court, and the amount required to establish a separate university would be too enormous." Ozie H. Johnson, **Price of Freedom.** (Houston: 1954), p. 7.

18. This group was seldom identified in public print. Its membership was, however, recognized in a photographic montage that was at that time and for several years afterwards displayed in certain public buildings in Houston, including the local airport. This group included, among others, Jesse Jones, a nationally-known financier and owner of the Houston Chronicle; Oscar Holcombe, longtime mayor of the city; H. R. Cullen, a wealthy oilman and a generous benefactor of the then-private University of Houston.

19. H. R. Cullen (see No. 18 above) usually stipulated that his gifts to the University of Houston were predicated on an assumption of continued racial segregation at that institution. However, Cullen had donated the sum of $100,000 for land acquisition for the Houston College for Negroes, in one sense a predecessor of The Texas State University for Negroes.

20. See No. 11 **supra.**

21. In addition to newspaper and magazine coverage of the Sweatt case there was attention on national radio in forum programs and other news-oriented broadcasts.

22. The original grant directly to the new University was $2 million, but other provisions written into the legislation were worded in such a way that an additional $1 million could be made available to the overall concept of the institution.

23. Ira B. Bryant, "Legacy from the Past" in **Commencement: Toward an Urban University** (Newspaper Supplement), **Forward Times,** May 15, 1972, n. p.

24. "The Houston College for Negroes experienced phenomenal growth in students, faculty, and prestige throughout the State under the dynamic leadership of Dr. R. O'Hara Lanier. . . Dr. Lanier kept the Texas State University for Negroes alive during its most critical period. . ." **Bryant, op. cit.**

25. John S. Lash, "The Negro Teacher's Dilemma," **The Nation, CLXXII,** No. 25 (June; 1951) 589.

26. Blaustein and Ferguson, **op. cit.,** p. 109; see also Harper, **op. cit.,** 263.

27. "In the spring of 1946 the N. A. A. C. P. Committee on Strategy decided that the time was ripe to renew its efforts to abolish segregation in publicly-supported schools and colleges. The strategy required the filing of a lawsuit in a location where, if possible, a victory would eliminate the necessity for other lawsuits in other states. Texas was selected as the legal arena for several reasons. Its southwestern location placed it in an area where the thinking of the masses of the people was different from that of the people in the strictly southern states. . . Negroes were voting in the Texas Democratic primaries in practically every county of the state without unfavorable incidents . . . In the event a court decision could be obtained which required the University of Texas to admit Negroes, it was universally conceded that the University would accept all qualified Negroes on the same basis as it accepted other students. . ." Johnson **op. cit.,** p. 1.

28. Francis J. Brown, "Post-War Developments" in P. F. Valentine editor, **The American College.** (New York: 1949), pp. 38-47.

29. The State of Texas took title to property previously acquired by the Houston College for Negroes, a "municipal" school which was under the monitorship of the University of Houston, then a private institution.

30. Because of its salary scale, among other perquisites, the new University attracted Black educators from other established colleges and universities. This led to charges of "raiding" and other questionable conduct attributed to Texas State University. It is generally agreed, however, that the Texas State standards of faculty service radically changed at least the salary levels of most "competing" Black colleges and universities.

31. **McLaurin v. Board of Regents,** 339 U. S. 641 (1950), 110-11; see also, Horace M. Bond, **The Education of the Negro in the American Social Order.** (New York: 1966), pp. 482-483.

32. The instance which comes most readily to mind is the televised confrontation as between officials of the Department of Justice and the State of Mississippi in the admission of James Meredith.

33. For one general view of this subject, see Lash, "The Umpteenth Crisis in Negro Higher Education," **Journal of Higher Education,** XXII, No. 8 (1951), 432-436,458.

34. **V A C S,** art. 2643f.

35. **Ibid.**

36. Governor Shivers was an articulate spokesman for the segregationist point of view. He appeared at Texas Southern University in 1952 under tense circumstances, marked by picketing and other forms of protest by the students of the institution and by representatives of the N. A. A. C. P.

CHAPTER II

AN EMERGING CONCEPT OF INSTITUTIONAL IDENTITY: TEXAS SOUTHERN UNIVERSITY AND "SPECIAL–PURPOSE" RECOGNITION

A. INTRODUCTION

The decision of the Texas Southern University Board of Regents and of the University Administration to seek official Legislative validation for the school as "a special-purpose institution of higher education for urban programming" appears to have recommended itself as both mandatory and inevitable. According to the formal resolutions of the Regents, it was reached in consideration of a convergence of the historical lines of institutional development and of demographic trends in Texas and in the nation.[1]

A short three years after the passage of the legislation in 1947 which created the University, census figures showed that Texas was completing a longtime conversion from status as an essentially rural to that as an essentially urban state. In 1950, according to these figures, the urban population of Texas outnumbered its rural population for the first time, and by 1970 the State could count some twenty-one (21) "urbanized areas," as contrasted to only one such area as late as 1910. The bulk of this urban population in 1970 was found in cities such as Houston, Dallas, Ft. Worth, and San Antonio (Figure 1), and six of eight areas in the state having metropolitan populations in excess of 200,000 owe substantial portions of their growth to an influx of persons identified with ethnic minorities. Virtually all of the large cities in the state are located well within a radius of two hundred fifty miles of the University. Texas Southern, of course, attracts substantial numbers of its students from these locations (Figure 2), as presumably do other large higher institutions in the state.

Coupled with this process of urbanization has been a redistribution of the racial mix of the state's population, including its Black and its Chicano enclaves. In 1910, for example, census figures showed that Texas ranked seventh in the nation in the percentage of its Negro population, this minority group then comprising 11.2 per cent of the state total. The Negroes in the state at that time tended to be concentrated in East Texas in counties near

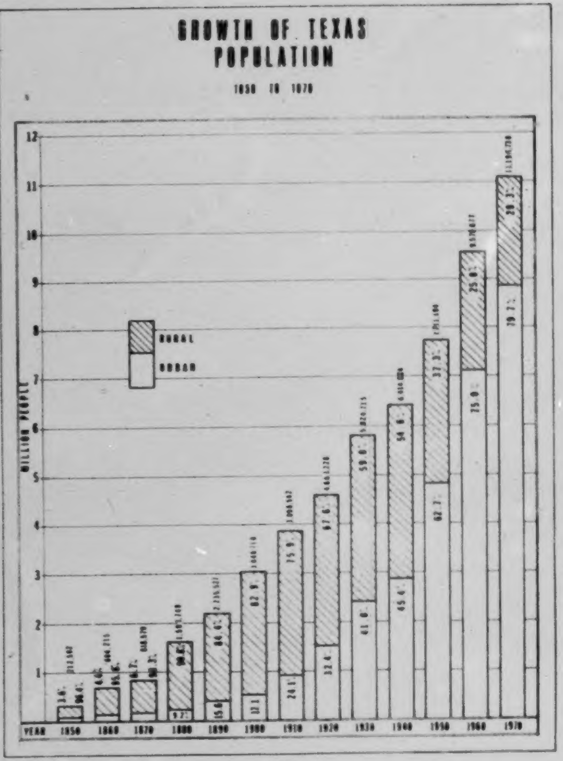


FIGURE 1

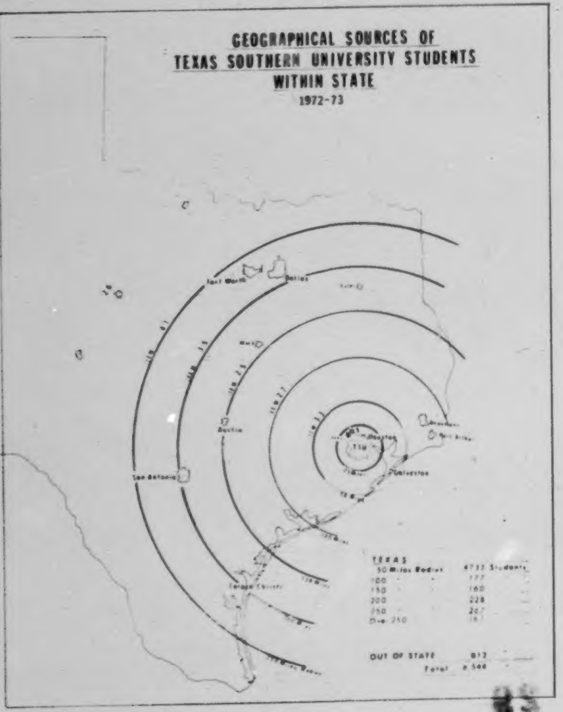

GEOGRAPHICAL SOURCES OF
TEXAS SOUTHERN UNIVERSITY STUDENTS
WITHIN STATE
1972-73
Fort Worth
Dallas
Austin
San Antonio
Houston
Galveston
Corpus Christi
TEXAS
50 Miles Radius 4733 Students
100 177
150 160
200 228
250 207
Over 250
OUT OF STATE 812
Total 6,544

FIGURE 2

the Texas-Louisiana border, where the cultivation of cotton was an economic mainstay. The proportion of the state's Black population as between 1910 and 1970 did not show more than a two percent increase (13% in 1970), but there was a significant shift in the location of clusters of Negroes, so that in 1970 more than twenty per cent (20%) of the Black population in Texas was located in Houston and its environs, including the Galveston-Texas City area. Other locations of heavy Negro concentration in 1970 were Dallas-Ft. Worth, Beaumont-Port Arthur-Orange, and San Antonio.[2] Unquestionably, Negroes in Texas are drawn into urban areas, probably in larger numbers than conventional census figures reveal,[3] and there has been some incidence of an abandonment of inner -city residential sites to them, as well as to Chicanos.

Indeed, the largest "unofficial" ethnic minority within the state is the Spanish-descent or Spanish-surnamed group. Census figures are, of course, not reliable with respect to Chicanos, since for a long time they have officially been counted as "white". According to the 1970 census, Spanish-surnamed people in Texas numbered some 2,059,671, with an additional 200,000 classified as "aliens." Most population experts and qualified Chicano observers agree that these figures are probably considerably less than the actual headcount, and that a larger portion of the "white" population of Texas than census figures would suggest refers to Spanish-descent or Spanish-speaking people.[4]

In recent years there has been a tendency among some segments of the Chicano population and among leaders of "Chicanismo" thought in Texas to contend that persons of Spanish-descent are for all practical purposes an ethnic minority, and therefore to reject either a legal or a demographic classification of themselves as "white". In any event, the "Latino" population in Texas, which had become subject to a "racial" (really a nationality) identification before the Mexican War, has grown steadily since the turn of the century, and "Mexican Americans," as they are most frequently designated in Texas, have found that as a group they have experienced prejudices and discriminations which they trace to Anglo attitudes now hardened into operative stereotypes. These attitudes have resulted in a generalized societal "status" characterized by the inequality of Chicanos before the law, segregation in housing, serious restrictions of educational opportunity, lack of employment possibilities except in low-paid menial jobs, and various other forms of social animosity and disadvantage.[5]

If the Mexican American population of Texas is counted with the Negro population and with the numbers of other "non-white" ethnic elements (American Indians, Orientals, etc.), the "minority" population of the state, contrary to census figures, is found to have greatly increased as between 1900 and 1970. **The existence of this minority population, when treated as a demographic factor in its own right and when recognized as a decisive element in the overall process of urbanization, has an undeniable impact and influence on any conception of the general welfare in which cultural pluralism is to play a major role.**

To **urbanization** and a **diversification** of population as dynamic societal processes in Texas since 1900 which have affected the human profile of the state must be added a broad process of **industrialization.** When the concept of public higher education, after almost a century of theoretical acceptance, was finally implemented in Texas in the late nineteenth century, there was basically a rural cast to the profile of the state's body politic: cotton was the staple crop in East Texas, and animal husbandry (mostly cattle-raising) flourished. Texas was, however, on the threshold of a new economic era, shortly to be dramatized by the bringing in of the Spindletop oil field near Beaumont. Oil in Texas and resulting petro-chemical industries have changed the growth pattern of the state, transforming the economy into an industrialized and commercialized mould which has come to absorb both agriculture and ranching. Oil has replaced cotton as the money-crop in East Texas, and has become a key to the growth of "urbanized centers" such as Midland-Odessa. Meanwhile, the building of irrigation canals in the valley of the Rio Grande has opened up that section to "agri-business" enterprises.[6]

In the twentieth century, and especially after World War II, Texas has become a location of "showcase" activities in a sophisticated technology which now embraces manned space flight, and in international commerce and trade. Houston is, of course, the site of the Johnson Space Center, and it is despite its inland location one of the largest ports in the nation, in addition to its status as the fifth largest city in population in the country. The Dallas-Ft. Worth "metroplex," as it is now called, promises to be a populous and dynamic center of urban growth and development for many years to come, and most metropolitan areas in the eastern sector of Texas will, by all indications, become increasingly cosmopolitan and increasingly international in their business and cultural relationships.

This admixture of **urbanization, "cosmopolitanization," industrialization,** and **technology** has produced far-reaching modifications of the socio-economic and political life of Texas, the Southwest, and the nation. The definite influx of people into metropolitan areas, for example, and especially of minority elements, has combined with concrete advancements in the field of civil rights to produce quite real gains for Blacks, Chicanos, and other minority groups. The proportion of these groups in the total metropolitan populations in large Texas cities has not reached the point as yet where their numbers constitute a functional majority in inner-city areas, as is true in many cities in the eastern United States. Their numbers are sufficiently large, however, and their declared ambition to participate more meaningfully in determinations of their present status and their future is sufficiently clear to indicate that Texas itself and the Southwest region in general are moving toward what can be a creative cultural pluralism, but which can in like manner, grimly enough, lapse into a devastating societal confrontation as between an established system of proprietary controls and what minorities tend to regard as their rights.[7]

Such a situation would suggest that there be a strengthening of those agencies which have demonstrated a functional capacity in addressing themselves to solutions of appropriate urban problems, particularly as they affect minority groups, and to improvements in the quality of urban life for all people. There are significant indications that Texas Southern University recognizes in its history, its philosophy, and its programs a present and a potential responsibility in creative and constructive resolutions of the societal problems of the State, the region, and the nation. Indeed, in Texas itself the University would appear to be one of a very few four-year higher institutions which are in position to respond credibly to the particular combination of urban processes, already enumerated, which are in historical operation. The University can at this time present believable credentials which can accommodate this complex of processes. It has developed a research capability and a functional programmatic commitment which can get beyond gross statistics and surface dimensions into matters of real, as distinct from merely academic, concern relating to ethnic minorities. It can function as an equal and directly participating partner in any consoritum of entities and organizations which would unite their efforts in a broad attack upon urban social ills in Texas.

B. EVOLVING FUNCTIONS OF THE UNIVERSITY

It has been pointed out in Chapter I of this presentation that Texas Southern University was established as a "counterpart" to a traditional university, in the sense that it was to be an avowed "duplicate" of the University of Texas. This legislative intent was, of course, impossible of practical realization from the very start in 1947, and was only tangentially suitable to the real mission of the institution, as differentiated from its "official" function. It is true, however, that the initial curriculums of the University were projected along traditional lines, except perhaps in the area of vocational and industrial education, where a high percentage of returning World War II veterans originally enrolled. Curricular programs in the arts and sciences, in law, and in graduate studies -- the three other general academic areas of the University in 1947 -- were organized in conformity with standard academic sequences and practices, and the school emphasized the traditional functions of instruction, research, and community service. There was even then nonetheless a great emphasis on the dimension of a basic **human development,** even though it was not specifically articulated, which was especially important for the school's designated student clientele.[8] It was presumably on the basis of a satisfactory conceptualization and implementation of these functions that the several University programs received early approval from accrediting agencies. The administration of Texas Southern has since several times taken the position that, in fact, a recognition of the institution's urban thrust is not really a "new" emphasis which changes the character of these historical functions, but rather a verification of the University's traditional concerns which applies these concerns in ways which make a direct institutional address to contemporary societal problems and prospects.[9]

Texas Southern, to be sure, has had to pioneer in certain enterprises in higher education in Texas, both as a matter of choice and as a matter of necessity, and these initiatory activities have deepened and sharpened the institution's programmatic and service capabilities, particularly as they relate to the utilization of human and community resources. A little more than ten years ago, for example, the University was the only public four-year institution within one hundred miles of Houston open to all students without ethnic or other non-academic restrictions at all levels of its operations. As one consequence of this fact, the University was in position to establish an early eligibility for involvement in special and continuing programs handling problems of school desegregation and the special preparation of teachers of disadvantaged youth.[10] Particularly since 1964, implementations of the concept of equal opportunity under the Civil Rights Act of that year have evolved under various initiatives, and government and private agencies have effected liaisons with the University as perhaps the largest public agency of its kind in the State with proved orientations toward minority communities and with a history of direct involvement in these communities.

The regular studies offered by the institution have included certain relevant courses in urban economics and urban sociology since 1947; there has been an incidence of what are now called ethnic studies from the beginning; and there had been definite attention to urban-oriented occupations and vocations in the original School of Industries and Vocational-Technical Education. As early as 1949, the University had "cooperated" in offering what was termed a sequence in "police administration," though this was an arrangement by means of which the University of Houston, then a segregated private institution, could "supervise" the overall training of members of "certain police departments" (presumably having both white and Negro officers) without appearing to violate the terms of its racial philosophy.[11]

During the 1950s the University curriculum was responsive in a general way to the nationwide reemphasis of the sciences occasioned by the initial Russian success in space, so that the natural sciences received rather considerable attention, as attested to by the highly-publicized National Defense Education Act of 1958, in whose benefits Texas Southern was one of the first institutions to share. Meanwhile, however, renewed attention to the sciences and the arts -- in some sense, different from an earlier preoccupation with World War II veteran-oriented emphases on vocational and industrial education -- coupled itself with broad gains in the field of civil rights in the early sixties to focus academic effort in the social sciences as well as the natural sciences.[12] The nation's scientific capabilities in the late fifties seemed under a severe challenge, to which universities were expected to make a response in the name of national defense. This national preoccupation with scientific pursuits and applications lasted for a time, but came eventually to have to make way for certain human concerns, as underscored by the assassination of President Kennedy in 1963 and the call in 1964 of his successor, President Johnson, for a national commitment to human and civil rights.

The governmental "shift" from an emphasis on scientific research and space application to a concern for the down-to-earth realities of human adjustment once again summoned the nation's colleges and universities to a possible responsibility, this time, however, in a general area in which institutions like Texas Southern had, through long and somewhat trying experience, gained a measure of "know-how" and at least a basis for the representation of a stronger institutional posture of participation. One result of this new development was, as mentioned, that the University successfully competed for institutes in the development of human skills under an expanded N.D.E.A. program concept which at first added foreign languages to the sciences, but which then came to accommodate the treatment of appropriate pedagogical and socio-psychological matters relating to "enabling" technical sophistications, such as those in communications skills. More than this, the expanded concept recognized that there exists a massive number of "disadvantaged youths" in America.[13]

Texas Southern was a participant in these new programs, as it was also an original applicant in nationally-subsidized projects which addressed themselves to implementations of the Civil Rights Act of 1964. The University came to be more and more a center of speital programs in the area of human affairs, an area which in the fifties was taking on rather substantial dimensions of racial and ethnic definition. The University's chief administrator then was the aforementioned Dr. Samuel M. Nabrit, who was -- and, one must add, still is now -- a man of ponderable influence in American higher education. Though Dr. Nabrit had achieved his primary reputation as a scientist prior to his assuming the presidency of Texas Southern, he had also become known as an educator who was still growing in national and international stature, and his tenure as president of T. S. U. proved to be decisive in the University's development. During the Nabrit administration, in fact, it can be said that the University moved from a local and regional into a truly national and international arena of philosophical and programmatic action.

In the Nabrit years the University faculty and staff were enlarged and became racially integrated to an unprecedented extent, at one point reaching toward some thirty-five percent (35%) of non-Blacks on the instructional faculty.[14] T. S. U. personnel, especially in the social sciences, began a series of involvements in action-oriented city affairs, highlighted by the activities of Dr. Henry A. Bullock, then a coordinator of instructional research and emerging as a criminologist of the first order.[15] The newly-established School of Business, which had been carried through its incubation period in the College of Arts and Sciences, began in 1955 to develop academic and service activities which were to support its eventual accreditation by the American Association of Collegiate Schools of Business, and was to be one of only two such accredited schools in predominantly Black universities.[16]

Dr. Nabrit was instrumental in a successful solicitation of financial support from private foundations for a publicly supported Black college, so that Texas Southern received significant grants from the Ford Foundation, first for general institutional improvement, then for the specific improvement of the School of Business, the latter grant traceable to the yeoman efforts of Dr. Milton Wilson, then dean of the school. T. S. U. also received pivotal grants for institutional improvement from the Doris Duke Foundation, from Houston Endowment Foundation, and from other private sources.[17] The availability of this private support was critical to the University, not only because the grant funds underwrote certain programs which did not receive State support, but also because there presumably had to be "outside" evaluations of the University's existent and potential capabilities for growth in educational stature before the grants were approved.

During Dr. Nabrit's tenure Texas Southern was also enabled to establish a "track record" of success in projects underwritten by Federal funds. Indeed, one of the signal accomplishments to which the Texas Southern leadership in the early sixties can lay justifiable claim is the University's participation, together with the then North Carolina A. & T. College and with the then North Carolina State College, in a cooperative arrangement with the Extension Division of the University of Wisconsin, in 1965 largely centralized on the Madison Campus, which led almost directly to the inclusion of what is commonly called "Title III" in the Higher Education Act of 1965.[18] It should be said also that Dr. Nabrit was part of a "think-group" which conceptualized and experimentally implemented, with support from the Carnegie Foundation, a model pre-college youth program which eventually was to become part of the national "Upward Bound" program.[19] The President of T. S. U. was further, it is now generally agreed, a positive influence in the grant activities of the National Science Foundation, particularly as these activities related to the research and instructional capabilities of Black colleges and universities in the middle years of this century. Ultimately, Dr. Nabrit left his position at Texas Southern to accept an appointment as the first Black member of the Atomic Energy Commission, at that time a prestigious and powerful position.[20]

It is clear, then, that by 1967, only twenty years after its official establishment, Texas Southern University had developed into an institution of higher education whose research, instructional, and service accomplishments were recognized, and, albeit somewhat reservedly, generally accredited in the academic community. The University had survived the perils of those early years when its life expectancy could easily have been measured by the extent to which it could have perpetuated racial segregation in higher education in Texas. It had developed philosophical and programmatic thrusts which were attractive to a slowly, but steadily increasing number of students, though this may have been simply the result of an increased potential college population during the fifties and sixties. It had retained the services of its Henry Bullocks, its Reuben Sheelers, its John Biggers, and its other scholars of national and international repute. It had become both a quantitative and a qualitative factor in the social, political, economic, and cultural affairs of Houston, of the

Southwest region, and of the nation. Its students had become "activist" in a constructive and creative way in the ordeal of a redefinition of civil rights which America underwent during the sixties.[21] Within what in retrospect is an incredibly short time in the conventional "life span" of established institutions, the University had fairly well developed a position of academic, programmatic, and philosophical strength among its several constituencies and, in actual fact, among influential elements in higher education at the local, regional, and national levels. By 1967, it seems safe to say, Texas Southern had reached "the end of its beginning," to borrow a classic phrase.

C. DRAMA AND TRAUMA: "A SHOCK OF RECOGNITION"

Following the departure of Dr. Nabrit, Texas Southern entered a two-year period of interim administration, during which time the then Board of Directors was conducting a search for a new University leadership. Dr. Joseph A. Pierce, who had been associated with the T. S. U. faculty almost from the very beginnings of the institution in 1947 and who had become dean of its graduate school, was appointed Acting President for the 1966-67 school year, and prior to his retirement in August of 1967, was entered into the University annals as the institution's third president. For the 1967-68 academic year the Board tendered the leadership of University administration to a committee of three senior officials -- Dr. H. Hadley Hartshorn, then Dean of the College of Arts and Sciences; Augustus L. Palmer, then Business Manager of the University; and Everett O. Bell, then Assistant to the President for Non-Instructional Personnel. Dr. Hartshorn was designated chairman of this Interim Committee.[22]

As it happened, it was during this interim period -- more specifically, during Dr. Pierce's acting presidency -- that an explosive event dramatized the University's involvements in community affairs, though in a way which at first presented itself as both negative and tragic. In the earlier Nabrit administration, Texas Southern students had become participants in the general "student sit-in movement" which had begun in North Carolina in 1960,[23] and which had spread to other locations, particularly to towns and cities in which Black colleges were situated. The early student sit-ins were, for the most part, deliberately -- one should really say, strategically and implementally -- non-violent, and were obstinately peaceful insofar as the behavior of the Black student participants was concerned. They were a part of what one commentator has called "the emergence of creative disorder," following in the wake of a whole series of disruptive race riots in the fifties.[24]

In the early and mid-sixties the sit-in movement, which at first had been intended to open lunch counters, restaurants and other "public" accommodations to all paying customers on an equal and unsegregated basis, made its impact in Houston. Texas Southern students sat-in, as a consequence, in well-known business establishments in both downtown and suburban public and private places, and it must be said that they encountered something of a sympathetic response from the general public, even though there were incidents of opposition and even hostility to their activities.[25] By 1965, however, after the assasination of President Kennedy in Dallas and after the passage of the Civil Rights Act of 1964, student demonstrations of one kind or another began to assume a deepened and broadened community character, and to address themselves to larger civic and societal inequalities. Such, at least, was the case in Houston, and in 1967 there had occurred something of a melding of the student protest movement, largely centered at Texas Southern, with more general representations against discrimination and inequality in the city by community groups. The protest activities of T. S. U. students had at times been enlarged to elicit their participation in actual and symbolic demonstrations in which they could serve as virtual proxies, perhaps as "fail-safe" stand-ins, for the larger minority communities.

Such was the situation, then, in early 1967, as persons identified with the Texas Southern student body became involved in one way or another with a protest effort relating to the closing of a municipal garbage dump which was being operated by the city in the heart of an outlying Black geographical community despite the vigorous opposition of the community residents. There was an undercurrent of definite racial tension associated with this situation, with elements in the Black sector taking the position that the garbage dump would not be continued in operation in a location to which non-Blacks -- or, to put the matter more accurately, white citizens -- would have objected. On May 16, 1967, the situation reached the point that picket lines, consisting mainly of Black residents in the district, but including students from the University, sought physically to prevent the delivery of garbage to the objectionable location. At the location there was talk of guns and violence, as the picket lines were forcibly broken by the intervention of city police.

Events of the night of May 16, 1967, at Texas Southern are even now, some eight years later, difficult to sort out. What emerges is that there was a massive mobilization of city police on the perimeter of the University campus late in the evening, the announced purpose of this mobilization being to take into custody some people on campus allegedly suspected of bearing arms for purposes of a violent confrontation with "the duly-constituted city authority." In any event, there was eventually the firing of a shot, and this touched off a fusillade of small arms discharges, in the course of which one policeman was fatally hit. The police concentrated their fire on two men's dormitories, and, after the smoke of the gunfire had cleared, they placed most of the occupants of the target dormitories under arrest.

Needless to say, the incident attracted national attention, though it turned out to be only the first of several such campus confrontations which pitted college students against policemen of one kind or another in forms of violent action and reaction -- Jackson State, Kent State, the University of Wisconsin, et al. It is not the intention of this discussion to treat issues of culpability or blame: **what was important in 1967 for the University was that there was a small, but highly-vocal demand that Texas Southern be closed immediately,** because, in the paraphrased words of some commentators, "we have had a tragic demonstration of the inability of the University administration to control the behavior of its students."

The "T. S. U. riot" of 1967, as it came to be called in local newspapers, apparently had several significant meanings for the University, one of which was the overnight creation of a crisis in institutional continuity, as mentioned in the preceding paragraph. The incident forced a brief closing of the school, if for no other reason than repairing the rather extensive physical damage resulting from the raking of the two dormitories and their environs with over 6,000 rounds of ammunition by the police and from their subsequent search-and-seizure operations in the buildings themselves and in nearby structures. The "confrontation" took place, however, at a point in time near the end of the Spring Semester, when students had very nearly completed their general requirements, so that what remained were semester examinations. The obvious physical damage to the campus resulting from the incident was largely concentrated in the resident halls area, and instructional activities had to be interrupted only briefly. Semester examinations were taken by many students, and the 1967 commencement ceremony proceeded on schedule.

The University had, however, been jolted in other ways which were not immediately visible or discernable. The charge by some city officials that "an administrative breakdown" at the University was the direct cause of the incident, was in some quarters linked to a strong suggestion that the administration of Texas Southern be transferred to the official control of the University of Houston, which had only a short time before made the transition from privately to publicly-supported status.[26] Ironically and predictably, the latter institution was subsequently to have its own confrontations, some of them rather incendiary, with its own students.

From the perspectives of this Discussion Paper, however, the important outcome of the events of May, 1967, at Texas Southern University was their dramatization of the fact that the institution had become systemically a part of the total local community. What was clear despite a certain overall general confusion, was not just that Texas Southern people had effected strong community ties which, in effect, dramatized an emerging town/gown pattern of functional interdependence, but, perhaps more important in the larger sense, the University linkages to the city proper -- or, at least, to minority enclaves within the city -- had superseded any parochial limitations which would have placed T.S.U. in an Ivory Tower, or, for that matter, in an Ebony Tower. If there were University people who had not accredited the impact of their institution on the general community prior to the events of May, 1967, -- and there undoubtedly were some such people -- these events served as a traumatic awakening to reality. If there were T. S. U. students, present or prospective, who wanted to think that they could engage in serious civic affairs as part of a fashionable indulgence in campus hi-jinks, they too had notice served on them in 1967 that the community which they sought to join and to change had its own mechanisms of violent assimilation and/or resistence, set forth to them in their successes in the early sit-ins, but also set forth to them in the blood-and-guts reactions of elements in the community to their hopeful interventions in the more volatile societal matters of the mid-sixties.

In retrospect, it now appears that the drama and the trauma of May, 1967, contributed immeasurably to a process of maturation at the still-young Texas Southern University, and to a more generalized realization among its resident people that they were indeed engaged in an educational process at the collegiate level which somehow had to accommodate traditional and conventional University postures to the demonstrated realities of a dynamic societal advocacy of which they were an inextricable part. This is not to say, of course, that such a realization came immediately and forthrightly as an institutional appreciation of philosophical reality. Indeed, as might be expected, the first reactions of University people were almost reflexively defensive, not so much as an explanation of what was thought to have happened in the May incident, but more as a justification of the institution's long-time posture of creative civic concern.[27]

Still, almost everyone on the T. S. U. campus who was there at the time and who still remains agrees that the University was visibly and at least semi-permanently affected by the 1967 confrontation, and it is not uncommon as late as 1975 for "outside" narratives about the University to make specific reference to this confrontation.[28]

D. A FIXING OF INSTITUTIONAL FOCUS: THE URBAN THRUST

On July 11 of 1968 Dr. Granville M. Sawyer assumed office as the fourth president of the University. Dr. Sawyer came to the position from an immediate post as Executive Assistant to the President of Tennessee A. and I. State University, but he had earlier been associated on the faculty of Huston-Tillotson College in Austin, Texas, and had done graduate work at the University of Texas during the period just following the Sweatt vs Painter decision, though he earned the doctorate at the University of Southern California.

During his tenure in administration in Tennessee the new T. S. U. president had published several commentaries relating to the status of Black colleges in the general scheme of American higher education,[29] and had developed a specific interest in analyses of student dissent on the campuses of these institutions.[30]

He came to Texas Southern at a time when the student protest movement, quiescent at the University after the events of May, 1967, had gained considerable momentum on other campuses, Black and white, and had become both vexed and volatile in many places.[31] Within the circles of Black higher education, however, student unrest had to be placed at that time within a perspective which addressed itself to larger questions of the future of the colleges and universities themselves, particularly with respect to possible new roles for these institutions in relationship to the general academic community, to the burgeoning civil rights advocacy among Black people, and to the nation's commitment to cultural pluralism. Inherent in these questions were periodic speculations concerning the "real quality" of educational programs in Black universities, with significant attention to the possibility of their being phased out, either through elimination or merger, as institutions in their own right.

In his first formal presentation to his future Texas Southern constituencies -- members of the Board of Directors, administrators, faculty and student representatives, alumni officials, community leaders – on April 4, 1968, the newly-elected president provided something of a preview of his professional and personal perceptions of what he called "Challenge in the Negro University."[32] Noting that "we must make more than a reasonable attempt to fulfill the special requirements of a community of scholars," he nevertheless emphasized a contemporary role for the University:

> "Higher education has the enormous task of leading the way to solutions for every problem that confronts us: a nasty war, grievous and troublesome domestic issues of race, poverty, urban decay, inherent dehumanization in a technically controlled society, etc. All of these problems carry with them an explicit urgency. They have a definite 'nowness' about them, and I am quick to agree that now is the time for America to address its full talents to those social and economic scourges; even now is late -- let's hope not too late. Higher education must deal with now, both from a sense of immediacy and from the dictates of academic objectivity.33

Though this first presentation did not make a direct and overt reference to particular situations at Texas Southern University, President-elect Sawyer did include his analysis of a broad role and function for the Black university:

> "The Negro university has all of the woes of colleges and universities everywhere, and in, addition, it has to deal with the special implications of race and poverty as no other such institutions. The special challenge to us -- the leadership in these schools -- is first to address ourselves to the several academic disciplines with a fervor and diligence that we have not known before. We are duty-bound to devise more creative ways of intensifying educational experiences for ourselves and for our students. . . We are called upon to take to the student who won't come to us some kind of post-high school experiences through a program of service that helps to raise his hopes, his aspirations, and his capabilities; to communicate to the neglected people of the urban communities the senselessness of riots and wanton destruction; and generally we must upgrade our own knowledge and information about our relative positions in the educational world. Inherent in these several suggestions is the proposition that we can serve the nation in these times by striking the proper balance between the contemplative life of the university and the demands of every-day life.34

After its formal installation in July, the Sawyer administration announced the convening of a mid-year planning retreat for University officials, faculty and student representatives, alumni and ex-student electees, members of the Board of Directors, public officials and community representatives. The purpose of this retreat was declared to be that of reconsidering and up-dating the goals and objectives of the University through a process of pooling what the new president had earlier called "a cooperative intelligence that must address itself courageously to the issues at hand. . . Our common goals of excellence in academic attainment, relevance in preparation for productive citizenship, and judgment in the expression of social consciousness will be achieved under the application of our collective talents."[35]

That first Mid-Winter Planning Retreat, which took place in Galveston, December 26-28, 1968, enrolled some forty (40) persons, and considered a range of subjects, from student unrest through "faculty dissatisfactions" to "goals and objectives" and projections for the future. As is probably characteristic of such open-end discussions, there was a cathartic airing of categorical personnel "gripes" for the benefit of the new president, but this process involved a grappling with certain real issues which were matters of extant interest. The **Proceedings** of the conference show that the participants expressed realistic concerns related to student protest, to the faculty's non-committal institutional attitudes and postures, to what was perceived as the failure of the University to "communicate" its interests to its several clienteles. Out of that conference, however, came a **Statement of Goals** which has served as the preliminary institutional blueprint for more recent philosophical and programmatic implementations in short-term, intermediate-range, and long-range action-oriented applications.[36]

Among the ultimate goals which were finally worked out through frank and intensive discussions among the participants were certain objectives which looked toward a more definite specification of the University's inescapable involvement in the urban affairs of Houston and of the nation.

The short-range goals, of course, were geared to the solution of existent University problems which required then-and-there attention: the retaining of the School of Law, which then was under a phase-out mandate from the Coordinating Board; an appropriate recognition of the legitimate concerns of students for a more active role in University governance; the resolution of certain problems of physical and human engineering, such as the closing of a city thoroughfare which ran through the middle of the University campus.

The "intermediate-range" and "long-range" goals enunicated in the 1968 Retreat, however, had implications and ramifications which were to supply the University with a philosophical basis for fundamental institutional change and which were to become a part of the elemental basis for the institution's seeking of an added dimension to its overall mission.

The institutional goals which emerged from the 1968 Retreat included at least two objectives which were subsequently interpreted by the University administration to mean, indeed, that Texas Southern should achieve a more definite focus on urban affairs. The enunciated goals of this immediate reference are:

"An involvement in the community life of Houston and of Texas for

> the purpose of preparing larger numbers of Black citizens for greater participation in the democratic processes through increased economic independence and self-determination."

and

> "The operation of continuing programs and services which exemplify how majority and minority groups, however these may be defined, may teach, learn, and live together in a mutually satisfactory and reciprocally enriching way."

The first of these goals was characterized as "intermediate," and its accomplishment was foreseen as possible by 1972. The second was categorized among the institution's "general and continuing" goals, indicating an intention to incorporate its implementation into the long-range planning of the University.[37]

The several schools, colleges, and other academic and service entities of the University were instructed at the end of the conference to begin their own planning for the implementation of the goals developed, and in May, 1969, the University administration published an interpretive statement, **Goals for Texas Southern University: Discussion and Design.**[38] Further, in 1969 President Sawyer set forth in campus presentations and in the literature of higher education a developing rationale for the institutional "fixing of focus" on urban affairs:

> "We have reached a point in the history of America where democracy must deliver or be forever relegated to the never-never land of ancient creeds and dogmas that promised but did not fulfill. We have come to the juncture in time when the full resources of every community must be marshalled to insure that the expectations of all its citizens are reasonably consistent with and demonstrated in the works of those whom chance (and the ballot) has made the temporary stewards of our national freedoms.
>
> Now we have come hard upon the proposition that the commitment to move Black Americans into the mainstream of a revitalized national life must be met. This is the new mission for the Black urban University."39

During the period between 1969 and 1971 there was in evidence at the University a componential exercise in lending some depth and dimension to the goals enunciated in

1968. Under the terms of an administrative memorandum, University units were required to set forth planned programmatic structures and entities, the mandate being to incorporate **relevancy**, as it was then enunciated in **Goals for Texas Southern University**, into their projections. There was a timely reminder of the importance of these considerations in the announced theme of the Mid-Winter Planning Retreat of January, 1970, "Goals in Action - Implementations," which theme elicited from academic units at the University more and more of a focus on goal implementations, which turned out to be expressed in terms of a more definite urban thrust.[40] By the time of the 1971 Planning Retreat, indeed, there had emerged as an obvious conference theme a combining and a resolution of topics: "Excellence in Achievement - Toward an Urban University."[41]

Meanwhile, other developments were taking place, affecting the University posture of community concern in rather specific ways. The City of Houston in 1970 had been named and had accepted status financing as an experimental "model city" under the provisions of a categorical definition by the Department of Housing and Urban Development, in accordance with the provisions of Title I "Comprehensive City Demonstration Programs."[42] It had soon become apparent that municipalities accepting "model cities" funding would be required to have an appropriate representation and involvement in the planning and implementation of acceptable programs and activities by ethnic minorities, among others.

It was true that the demographic locations in Houston which could meet guidelines requirements as "model neighborhoods" were populated in the main by Blacks and Chicanos. It turned out, further, that the one public agency which did not need to establish believability and leverage in these given neighborhoods was Texas Southern University, so that the University was called upon to respond rather immediately to a direct and funded complex of community needs. The University originally sought two "model cities" projects, one involving the training of neighborhood commissioners and other community representatives, and a second providing developmental advice for small businesses. Within the next two years, however, the University participation in the Model Cities program was to become one of the largest such institutional participations in the nation.[43]

By the time of the 1971 Mid-Winter Planning Retreat, then, T. S. U.'s philosophical concerns and substantial segments of its programmatic commitments to specific activities in urban affairs had become much more definite. As mentioned earlier, the third of the annual meetings, was centered around the topic "Excellence in Achievement - Toward an Urban University,"[44] and in the Spring of 1972 the University issued a cluster of printed and mimeographed circulars under the serial title "Toward an Urban University." These publications treated various aspects of the institution's urban concerns,[45] and were comprised of newspaper inserts, promotional brochures, in-house memoranda, institution-wide news-letters, etc. Included was the eventual circulation of the **Urban Notebook,** a summary fact-sheet designed to keep the University campus abreast of rapidly-unfolding developments in the area of urban affairs.

In June, 1972, the University Administration felt itself in position, conceptually and projectively, to make an official representation relating to its concerns in urban affairs to the Coordinating Board, Texas College and University System. Accordingly, such an official representation was made, dated June 2, 1972, under the title "Prospectus for an Urban Resources Center at Texas Southern University."

The rationale for the Urban Resources Center, as contained in the Prospectus, cited certain historical situations in the University's development as recommendations for the creation of the proposed administrative unit, and said, further, that:

> ". . . the proposed URBAN RESOURCES CENTER will bring together and synchronize existing University programs, both regular and special, so that these programs, already in operation, appropriately complement each other and at the same time have their proper impact with respect to the updating and enrichment of more traditional disciplines at the core of the University's academic offerings. The Center will also be charged with the responsibility of initiating, evaluating, and recommending to the University administration such program adaptations, innovations, and improvements as are deemed necessary or desirable for the University's reaffirmed emphasis on urban affairs."[46]

In the due course of time, the Coordinating Board approved the establishment of the Urban Resources Center,[47] which was formally emplaced as an institutional component as of September, 1972, with Dr. Hortense W. Dixon, then director of the **University Year for Action** Program and the chief investigator of several earlier action-oriented projects, as the first director of the Center.

An interim development, meanwhile, had been the negotiation of the first contractual relationship as between the Department of Housing and Urban Development and a Black university. The immediate point of departure for this grant was the fact that the University, through its performances in the Model Cities Programs in which it had become engaged, had demonstrated at least a potential for constructive and creative community-action activities which were both viable and contributory.[48] It was perfectly natural and logical, therefore, that, given the H. U. D. commitment to a utilization of minority institutions and agencies in the implementations of its programs of housing and urban development, there should be a selection of Texas Southern for an historic contractual relationship. Such a relationship was, in fact, consummated officially in March, 1972, with the signing of a contract as between the University and H. U. D.[49]

It can be said, in retrospect, that the existence of this contract was something of another turning point in the Texas Southern definition of its present and possible institutional contributions in the whole area of urban affairs. Its extant resources, with respect to personnel, programs, potential, and institutional philosophy and competency, had been reviewed, at last tentatively, by additional agencies of State and Federal government.

Other significant developments were to follow, relating to a seeking of an official designation as "a special-purpose institution of higher education for urban programming." By 1973, the University had received private foundation supports for its programs in law, in business, and in technology. It had begun to realize some benefits from a positive recruitment program, especially in the School of Law, in behalf of prospective applicants outside the Black community. There were promising and potentially fruitful communications with the American Bankers Association and, further, with elements in the local, regional, and national philanthropic complex. There were developing connections for meaningful involvements in international education, the implemental possibilities of which had already been explored in several funded overseas programs.[50] The University's necessary and traditional accreditations had been, or promised shortly to be, renewed by appropriate organizations and agencies.

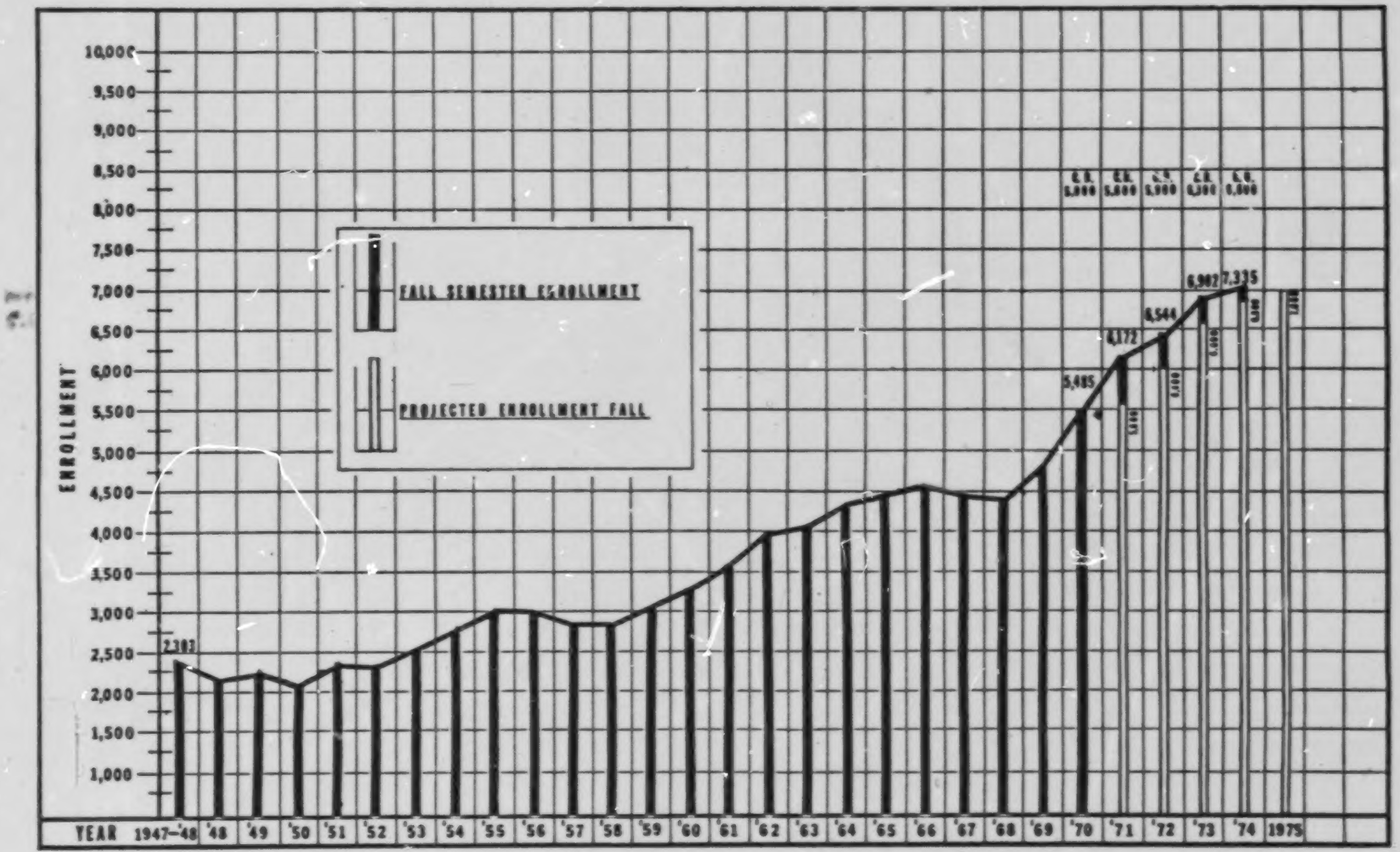
In a period of leveling-off or general decline in college enrollments, moreover, Texas Southern had for the past five years experienced a steady growth, this despite the fact that post-secondary educational opportunities in other Houston-based institutions have been made available to prospective enrollees. This increase in enrollment came during a period when the number of minority youths attending higher institutions had itself increased, but recent studies appear to show that the institutions which they have preferred or to which they have been attracted are for the most part predominantly white colleges and universities.[51] Indeed, in the case of some half-dozen formerly "all Black schools," the proportion of minority enrollment in overall totals has markedly decreased, or, to put the matter another way, the percentages of non-Black enrollees have rather dramatically increased during the past decade.[52] Some portion of the increase in the number of minority students who are extending their formal education beyond the high school, moreover, is undoubtedly traceable to what must be called a proliferation of junior and community colleges throughout the nation, including the recent establishment of such institutions in the State of Texas and in Houston itself, a fact which has generally operated to hold down freshman enrollments in four-year colleges.

Still, Texas Southern has continued to grow in yearly increments to the total size of its student population and to the number and diversity of its academic and service offerings (Figure 3). The fact of this growth may be attributable to several factors, some of them relating to an incidence of population growth in Texas and in Houston (though such factors would presumably affect other local and state institutions, as well), others relating to demographic and political dynamics undoubtedly in operation in the historical re-ordering of the societal matters already discussed.

It is a firm conviction of the University administration, however, that some portion of Texas Southern's attractions for its student and community clienteles is the result of the institution's direct and substantive address to legitimate, viable, and competitive functions, as implemented in a widening range of programmatic and service enterprises which are

TEXAS SOUTHERN UNIVERSITY

STUDENT ENROLLMENT



perceived in the larger minority and, still with some reservations, in the larger majority communities as indicative of an institutional capability and a real potential in urban affairs.[53]

A factor in these perceptions, especially in minority communities, is the growing credibility with which realistic enlargements of professional, vocational, economic, and civic opportunities for minority youth are viewed. It cannot be said, of course, that young Negroes or Chicanos or even disadvantaged Anglos are now convinced that the traditional barriers to their societal opportunities have been removed forever. It can be said that these youths, having seen and in many cases themselves experienced the possibilities of a more meaningful and satisfying participation in substantive processes of societal growth and change within the last decade, seem ready to equip themselves for an even greater, more pervasive participation.[54]

It can be said, further, that one prevailing mood among large numbers of college-bound minority youth is to prefer those higher institutions which, all other things being "equal", have established an integrity in the quality of their academic and service programming, so that such institutions are basically competitive in their training capabilities, but which have also established both a history and a philosophy of real concern for **individual human development**. Erstwhile "majority" colleges and universities, especially those whose postures against racial integration less than two decades ago are well remembered by parents and other influential people in minority communities, but who now offer special allurements and blandishments to minority students, find in many cases that they are not enrolling "sufficient" numbers of these students, special programs with special emoluments for superior students, for athletes, and for "disadvantaged youth" notwithstanding.[55] It turns out, moreover, that in these institutions the overnight establishment of improvised programs in "Black studies" and/or "ethnic studies," intended as political and placebo attractions to minority students, is now regarded by the students themselves with some suspicion and mistrust.[56]

Thus, a Texas State University for Negroes which in 1947 could enroll a large minority student population because these youths had very few other alternatives if they hoped to go on to college was one thing: a Texas Southern University which in 1973-74 could legitimately address itself to minority and to all other students as "a special-purpose institution of higher education for urban programming" would be something else again. The University could expect undoubtedly to retain an appeal to minority students resulting from a residual tendency in the minority community to continue its habitual societal behaviors; it could expect that there would be some students who would elect to enroll at T. S. U. for the sake of economic convenience and hometown accessibility, though other available institutions are located in Houston and applicable basic fees and expenses are in some items set at the State level. Texas Southern could expect an enrollment of some students who could qualify for higher education only because of an "open admissions" policy, because the University, like many other colleges and universities in Texas, utilizes standardized test scores for purposes of placement rather than for purposes of acceptance or rejection.

The University could not, however, expect absolute supports for itself merely as "a Negro institution," especially in a State whose decision twenty years earlier had been involved in a legal repudiation of racial differentiation as a factor in qualitative and affective higher education, a fact made clear by the **Sweatt v. Painter** decision. It could not anticipate generous subsidies from public funds for an institutional indulgence in its perceptions of a putative "ethnic integrity." It could not look forward to a favored position among other State institutions in the matter of tuition, fees and other basic expenses. It could not even claim as a basic **raison d'etre** that it was providing a necessary remedial and compensatory education, in the conventional interpretation of this concept, for students whose common-school training characteristically had denied them the fundamental cognitive skills which were an expected attainment of all high-school graduates. As early as 1963, with some limited extenuations for institutions enrolling large numbers of Black and Mexican-American students, the then-Texas Commission on Higher Education had ruled that "remedial and compensatory education" was not a proper subject for State funding in higher education.[57]

What could be represented in behalf of Texas Southern University was, however, that the institution had addressed itself seriously and definitively to a creative and effective reconciliation of what are conventionally regarded as "conflicting" elements of institutional characterization -- **race** and **function** -- showing these to be historically complementary and functionally interdependent in a contemporary epistemology respecting the role of higher education in an urban setting. What could be shown was that T. S. U., because of fortunate administrative and programmatic foresight, had introduced into national, regional and local evaluations of the roles of given institutions in state "master plans" an element of institutional choice, based on internally-ascertained determinations of competency and intrinsic value, which would give priority to appropriate and acceptable institutional urban involvements.

In consequence, by the latter months of 1972 the Texas Southern administration had conceptualized and had begun to codify in a preliminary way, both as an analytical summary of the school's history and as a recognition of ongoing contemporary thrusts in University enterprises, a conception of T. S. U. as "a special-purpose institution of higher education for urban programming," in addition to and supplemental of its existing official, State-assigned functions.[58]

E. ACHIEVING THE "SPECIAL-PURPOSE" DESIGNATION: A PROCESS

The central administration of the University had, by late 1972, carefully considered modifications of institutional goals and objectives as a result of the series of mid-winter planning conferences beginning in 1968; its periodic coverages and deliberations of goal implementations and implications as between 1968 and 1972 had gradually taken on certain exponential and componential specifics relating more and more to a definitive urban involvement; its school-by-school, department-by-department, area-by-area conceptions of a heightened and more relevant institutional mission had tended to reemphasize the acknowledged obligations of collegiate disciplines and activities to well-worn traditions in higher education, but also to award special importance to a further set of obligations involving a more timely and updated series of institutional functions.[59] There had, in fact, to be an administrative processing and synthesis of these ascertainments, and a summary of their essential institutional meaning and import.

Such a summary of meaning and import appeared, in fact, on January 24, 1973, under the title **Texas Southern as a Special-Purpose Institution of Higher Education,** a synoptic representation of an often-repeated summary statement by President Sawyer:

> "We would pose no rejection of the traditional functions of the university, but rather an updating and re-definition of the goals to which these functions are implemented, and the specification of problem areas in the urban community to which these functions may be addressed.
>
> . . . The program of the university represents a judicious synthesis of traditional functions of higher education, and the more recent interpretations of concepts and ideas which have their genesis in present society.60

The specific details of this philosophical representation and of its institution-wide implementations were appropriately spelled out and organized, so that a formal set of Resolutions, already cited in the present Discussion, could be submitted to the University Board of Directors. One section of these Resolutions petitioned the Legislature of the State of Texas to change the name of the Board of Directors to that of "Board of Regents, so that the official title of the Board will be made consistent with the title of similar boards for other State colleges and universities." All other sections of the Resolutions pertained to "the need for official Legislative recognition of a new dimension in the role of Texas Southern University as an institution of higher education under public support."[61]

The Board of Directors considered the text of the Resolutions in its official meeting in March, 1973, and adopted the resolutions document as an official statement of its determinations respecting the matter of a formal petition to the State Legislature. Since the 63rd Legislature of Texas was already in session, a presentation could be made almost immediately to appropriate sub-committees and agencies of the legislative body. Such a presentation was made by President Sawyer in a series of representational appearances to several legislative groups, with the ultimate result that there was passed:

A BILL TO BE ENTITLED

AN ACT

> designating Texas Southern University as a special purpose institution of higher education for urban programming; amending Subchapter A., Chapter 106, Texas Education Code, by adding Section 016.02. . .
>
> Sec. 106.02. PURPOSE OF THE UNIVERSITY. In addition to providing other general and related programs, Texas Southern University is designated as a special purpose institution of higher education for urban programming and shall provide instruction, research, programs, and services as are appropriate to this designation."
>
> Passed by the 63rd Session of the Legislature of the State of Texas, 1973. 62

This bill was signed into law on June 17, 1973, by Governor Dolph Briscoe, and the University became "a special-purpose institution of higher education for urban programming." While other institutions in the nation have recognized an involvement in urban matters in their curriculums and their programs, the action of the State of Texas with respect to the University can be called one of the first official state-level legislative recognitions of such a role for a public institution of higher education. Equally as important, at a time when institutional functions, especially in Southern states which are being required to redefine and dismantle the operations of historical racial dualism in higher education are being questioned, one university has taken a series of initatives which has resulted in an official legislative acceptance of that institution's perceptions and definitions of its proper contemporary role, scope, and functions.

ANNOTATION – CHAPTER II

1. See "Resolutions on the Need for Official Legislative Recognition of a New Dimension in the Role of Texas Southern University as an Institution of Higher Education under Public Support," as reprinted in **Texas Southern University: A Special Purpose. . . A Source of Community Pride.** (Houston: 1973), privately printed.

2. **Texas Almanac**, 1972-73, p. 146.

3. This point is made specifically in Naomi W. Lede and Hortense W. Dixon, **Urban Minority Groups in Houston: Problems, Progesss and Prospects** (Houston: 1973)

4. This finding is supported by qualified spokesmen from the Chicano communities of the State, including, for example, an expert opinion from Leonel Castillo, Comptroller of the City of Houston.

5. Herschel T. Manuel, **Spanish-Speaking Children of the Southwest: Their Education and the Public Welfare.** (Austin: 1965), **passim.**

6. An earlier analysis of the opening of the Texas side of the Rio Grande to "cheap labor" can be found in John H. Burma, **Spanish-Speaking Groups in the United States.** (Durham: 1954). There has been, of course, a plethora of updated analyses, all of them making the same basic point.

7. Minority political footholds have been established in many major population centers in Texas. Less than a decade ago, for example, minority group representation in the Texas Legislature could easily be identified with the presence of Ms. Barbara Jordan, now a Representative in the U. S. Congress. Now there are no less than eight such legislators who owe their elections, admittedly, to their support from minority groups.

8. Dr. Ira Bryant comments, "Our predecessors -- Carter Wesley, Jack Atkins, Jim Nabrit, and R. O. Lanier -- made it possible for the Black community to exercise the ballot. They opened the doors of all higher institutions in the state. They brought us a step closer to first-class citizenship. In short, they opened many doors that were formerly closed to the Black community." **op. cit.**, p. 13.

9. This point is a recurring theme in many of President Sawyer's major position papers. See, for example, Footnote No. 60 in Chapter II of this presentation.

10 Federally-supported institutes on school desegregation, on the training of teachers of disadvantaged youth, on the training of teachers in communications, among others, were funded as early as the summer of 1965.

11. Mention of the availability of this training was made in several University catalogs crica 1950, but there were apparently few enrollees. As a matter of fact, some twenty years later, the recruitment of Blacks for the Houston Police Department has deep-rooted difficulties.

12. The literature of higher education in the late fifties was replete with discussions of the Russian "challenge" in space exploration. See, for example, Thomas N. Bonner, "Sputnik and the Educational Crisis in America," **Journal of Higher Education,** XXIX (April, 1958), 177-184; C. B. Hilberry, "Sputnik and the Universities," **Journal of Higher Education,** XXIX (October, 1958), 375-380.

13. There was a great proliferation of literature on "the disadvantaged" in the early and mid-sixties, resulting in a variety of "definitions" and/or "characterizations" of their status. For one such discussion, see Robert Havinghurst, "Who Are the Socially Disadvantaged?" **Journal of Negro Education,** XXXIII (Summer, 1964), 210-217.

14. An interesting general point here is, of course, the fact that many "Black colleges" were founded by Anglos as "mission schools," and that the original faculties of some of these institutions were almost entirely white. Even now, well past the middle of the twentieth century, there are those Black colleges which are in only the second or third generation of non-white administrations.

15. Dr. Bullock was selected for membership on several City-appointed commissions and committees, many of them concerned with "crime in Negro communities." In the late fifties and early sixties Houston was dubbed "Murder Capitol of the United States.

16. The School of Business had begun as a department of business administration when the University was established in 1947, and the general province of its operations was broadly defined in the legislation which created the University itself.

17. Since his leaving Texas Southern, Dr. Nabrit has, as mentioned, served on the Atomic Energy Commission, but went on to become Executive Director of the Southern Fellowships Fund, which has more recently broadened the scope of its operations to include national and international fellowship programs. For one general commentary, including that of the former T. S. U. president, see **Private Support and the Public Negro College.** (New York: 1968).

18. The planning and implementation of this pioneering working relationship among the four institutions cited were largely directed by Dr. Donald McNeil, then Chancellor of the Extension Division of the University of Wisconsin; Dr. Lewis Dowdy, then Acting President of North Carolina A. and T. State College; Dr. Samuel Massey, then President of North Carolina State College at Durham; and Dr. Nabrit.

19. The original "Upward Bound" program was something of a convenient amalgam of a theory of pre-college educational experiences for prospective high school graduates through the provision of a Federal subsidy for the continuing operations of rather disparate programs in some seventeen colleges and universities. The pilot program in which Texas Southern was at that time involved was the offering of six "pre-college center" programs in five predominantly Black Colleges and one predominantly white college. When the decision was made to explore the possibilities for federal funding of the "pre-college centers" program, an approach was made to several agencies. One positive response was made by the Office of Economic Oppor-

tunity, then under the leadership of Sargent Shriver. The pre-college center student eligibility requirements for participation, which had initially not been based on economic criteria or family income, had to be adapted to conform to the statutory requirements and guidelines of the recently-announced "war on poverty" of the Johnson administration. At the national press conference announcing the granting of O. E. O. Funding to the seventeen pilot programs, Shriver's staff suggested the title "Upward Bound" as a mnemonic rubric under which the several programs funded could be conveniently grouped.

20. The T. S. U. president had served directly in the Eisenhower, Kennedy and Johnson administrations as an appointee to special commissions and in periodic special assignments from the Executive Branch of the national government, in addition to his "routine" services on advisory and evaluation panels in the federal establishment.

21. See below, Footnote No. 25.

22. The entrusting of University leadership to these three officials was actually the second time that an Interim Committee had been placed in charge of University affairs. During the period between the establishment of the institution and the termination of the services of its first acting president -- Allen Norton, then an administrator for the Houston Public Schools -- the University was guided by a committee headed by William H. Bell, then registrar and director of admissions. The selection of President Lanier automatically terminated the administration of the first interim committee.

23. For a rather comprehensive treatment of this movement, see Arthur I. Washkow, **From Race Riot to Sit-In, 1919 and the 1960s**. (New York: 1966).

24. **Ibid.**, pp. 225-246.

25. **The Houston Post** and **The Houston Chronicle**, the two major dailies in the city, provided extensive coverage of this unfolding story, as did the three major television stations in Houston.

26. The day after the incident a local television station (KHOU-TV) aired several times an editorial demand that the University be closed, primarily because of an avowed concern for the death of the police officer. It should be said, however, that no indictment was returned against anyone in this shooting death, though there were later allegations in the Black community that the victim was shot by his own fellow-officers in the hail of gunfire which was levelled at the two dormitories. The television editorial also recommended that the administration of Texas Southern be turned over to officials of the University of Houston.

27. The television station did provide equal time for a University advocate to respond to its editorial. A response, placing the "riot" in a context of strained community relations and of the necessary involvement of the University in minority affairs, was telecast, the respondent being Donald Hill, then a law student at the University, now a member of the instructional staff of the School of Law.

28. "In 1965 a pep rally on Wheeler Avenue resulted in confrontation with police and two years later a riot of unclear origin resulted in the death of a police officer. As a center of community agitation, TSU has emerged as a rallying point for the develop-

ment of relevant issues." Houston Chapter, American Institute of Architects, **HOUSTON: An Architectural Guide.** (Houston: 1972).

29. See, for example, Sawyer, "The Image of the Negro College: Basis in Fact?" **College and University Journal**, IV, No. 2 (Spring, 1965), 26-31: "Negro Colleges for the Great Society," **College and University Journal**, V, No. 3, (Summer, 1966), 36-41.

30. "Student Dissent on the Negro College Campus" **Quarterly Review of Education among Negroes**, XXXVI, No. 2 (April, 1968), 94-103.

31. An interesting collection of interpretations of general protest movements of the late sixties and early seventies is contained in LeRoy Ashby and Brace M. Stave (editors), **The Discontented Society: Interpretations of Twentieth-Century American Protest.** (New York: 1972).

32. Though he was elected to office early in 1968, the new President did not assume formal responsibilities until July of that year. The April 4th presentation was made to a selected group of University people. Shortly after his official installation, Dr. Sawyer presided at the summer commencement convocation of the University in August, 1968, and at about the same time delivered the summer commencement address at the University of Houston, the first Black person to be invited for such a presentation at that institution.

33. "Challenge in the Negro University." Mimeographed. p. 2.

34. **Ibid.**, p. 3.

35. **Ibid.**, p. 11.

36. "Proceedings of the First Annual Administrative Conference, Texas Southern University, December 26-28, 1968." Mimeographed.

37. It happened that about this same time the University was undergoing an accreditation review by The Southern Association of Colleges and Schools, so that a reprise and updating of institutional objectives was very much in order.

38. The publication date for this mimeographed interpretive statement (May, 1969) virtually coincided with the completion of one full year by the Sawyer administration. "T. S. U. has had to be preoccupied [in the past] with the more immediate business of its day-to-day operations -- with its current problems related to programs and personnel and financing. The University has reached a point, however, where it has had to make assessments and evaluations of its present overall status and to give serious and conscientous thought to future projections of viable thrusts for its administrative, academic, personnel, and physical structures. . . A view of the University's future and of the vital role which only Texas Southern can play in its State and region should serve to give stability and a renewed sense of purpose and direction to those who are associated in the T. S. U. enterprise." "Preface," **Goals**, p. i.

39. Quoted in Hortense W. Dixon, "The Role of Texas Southern University in Community Development," H. U. D. **Challenge**, V., No. 5 (May, 1974), 12.

40. The proceedings of the 1970 Conference were published in mimeographed synopses, and salient features of the school-by-school presentations were ultimately updated and summarized under the title **Toward an Urban University**: Perspectives. (February, 1972).

41. The Proceedings of the 1971 Retreat are available in full transcript form and cover several volumes.

42. Dixon, **op. cit.**, p. 13.

43. In addition to the Resident Commissioners Training Program and the Small Business Development Center, the University has also conducted such Model Cities projects as a Preventive Law Center, a Youth Assistance Program, a Pre-Employment Building Trades Training Program, an experimental program in Inexpensive Remediation of Reading Difficulties among Children, a Child Development Associates Program, etc.

44. See above, Footnote No. 41.

45. Printed publications of a promotional nature exist for each of the current schools of the University, and there is an overall summary document **Texas Southern University: An Overview - The Urban Commitment.** [1972].

46. "Prospectus for an Urban Resources Center at Texas Southern University." (June 2, 1972). p. 3.

47. Approval for the establishment of the Center had been given by the University Board on May 11, 1972, and Coordinating Board approval was secured July, 1972.

48. Dixon, **op. cit.**

49. "The United States Department of Housing and Urban Development signed a $135,000 contract with Texas Southern University to sponsor a project for Youth Involvement in Community Development. The contract was signed Wednesday, March 22, in the office of Floyd Hyde, H. U. D. Assistant Secretary for Community Development." **Commencement: Toward an Urban University** [Newspaper Supplement], **Forward Times,** (May 15, 1972). p. 16.

50. The University had contracted to offer a Peace Corps Intern Development program in 1971, and had added a Peace Corps/Teacher Corps project approximately a year later.

51. Several recent enrollment studies have shown this development as at least a statistical conclusion. For an earlier prediction of the enrollment trends affecting Black students, see, for example, John Egerton, **State Universities and Black Americans: An Inquiry Into Desegregation and Equity for Negroes in 100 Public Universities.** (Atlanta, 1969). A reliable interpretation of current enrollment trends is found in periodic circulars released by the National Association of State Universities and Land-Grant Colleges.

52. This situation obtains in such schools as Bluefield State College, West Virginia State College, Lincoln University (Mo.), etc., and is well on its way to being realized in

certain other "border-state" institutions which were and still are classified conventionally as "Black colleges", i.e. Bowie State, Central State (Ohio), etc. No traditionally "Black institution" in the Deep South or in the Southwest has thus far experienced a substantial movement in this direction.

53. Granville M. Sawyer, "One University's Urban Commitment," **Journal of Extension,** XI, No. 1 (Spring, 1973), 41-48.

54. This point is made repeatedly in the findings and conclusions of the Student Organization [illegible] Black Unity, **A Report on the Crisis in Black Higher Education in North Carolina** (Greensboro: 1971), **passim.**

55. See above, Footnote No. 31, Ashby and Stave, **op. cit.**

56. Wilson Record commented, "Few academic people need to be reminded of the unusual circumstances in which black studies programs were introduced on hundreds of college and university campuses during the last several years. While not all of them were ushered in by confrontations and physical violence, these instruments were by no means ruled out. Indeed, they were effectively used by black studies advocates in a wide range of institutions." See "Some Implications of the Black Studies Movement for Higher Education in the 1970s," **Journal of Higher Education,** XLIV, No. 3 (March, 1973), 192.

57. Temporary exceptions from the ruling against offering "less than college-level work" were given to Prairie View, Texas Southern, and the then-Texas Western University (now the University of Texas at El Paso), because these three institutions in 1963 enrolled sizeable numbers of Black and Brown students. Pan American College, which also had a considerable proportion of Chicano students, had not become a publically-supported college in 1963.

58. See above, Part II, Footnote No. 53.

59. See, for example, **Toward an Urban University.** Mimeographed. (Spring, 1972).

60. This concept, which was set forth in the mimeographed brochure cited immediately above (Footnote No. 59), was widely quoted in national publications, especially those circulated by The American Council on Education.

61. See above, Part II, Footnote No. 1.

62. **V. A. C. S.** Title 3, Chapter 106, Sub- Chapter 106.02.

CHAPTER III

DESIGN FOR THE "SPECIAL PURPOSE" DESIGNATION

A. INTRODUCTION

The success of Texas Southern University in achieving an official Legislative designation as "a special purpose institution of higher education for urban programming" has been discussed thus far largely as an historical and factual process. Obviously, however, the attainment of any substantive modification or change in operative internal and external perceptions of the University's roles, as summarized in its latest designation, has involved an interplay of dynamic intramural factors, of supportive clientele interactions, and of politic strategies which function, almost necessarily, in any redefinition of an institutional image and, in a larger sense, of an institutional thrust. The official effectuation of an enlarged **functional** and **programmatic** scope for Texas Southern, particularly at a time when the nation's predominantly Black colleges and universities are subject to adverse criticism and to threats of elimination as they now exist, is an exception significantly related to a national trend involving racial integration in higher education.[1] The fact that the University has retained and has exercised initiatives in this whole matter is particularly noteworthy, especially in view of the special circumstances surrounding its establishment and development.

In the preceding chapters of this monograph attention has been given to the unfolding of an institutional intent, particularly since 1968-69, that Texas Southern adjust its programs and services to respond more directly to community and to overall urban problems and needs. The dimensions of this intention have been presented as having been articulated and put into a meaningful focus consistent with the institution's historical experiences, its current commitments, and its future plans and projections. The reaffirmation of the institutional intention has been the subject of at least a preliminary codification which has strongly emphasized educational and service functions, perhaps as "distinct" from the conventional and titular considerations usually associated with minority colleges. To be sure, no less than other predominantly Black higher institutions, Texas Southern has experienced the ambivalences and paradoxes, functioning in influential places, which grow out of purely racial considerations.[2] Yet, certainly within the last five years, the University Administration has repeatedly committed itself to an interpretation of the institution's philosophy and of its educational and societal roles as primarily related to necessary and compelling tasks in American higher education. This commitment has accorded due and appropriate recognition to the fact that the plurality of students who receive University training and services are members of ethnic minority groups, but said President Sawyer in 1973, "It is high time that we break away from a 'separate-but-equal' theory that has long since been declared illegal."[3]

This emphasis on the educational responsibilities of the University, rather than on the racial arithmetic of the distribution of its students, appears to have become one of the fixed values of Texas Southern perceptions of the institution's future. Though successive administrations of the University have had to make adjustments to a pattern of persistent fiscal and programmatic undersupport, it has been a repeated representation of these administrations that Texas Southern has required funding and other supports commensurate with its officially-assigned educational and training functions. The societal situation which at first legally, then preferentially has addressed the principal impact of these functions to minority students has not meant, according to University documents, that Texas Southern "restricts itself to a parochial or colloquial concept of 'Blackness' which cannot or will not speak to general societal concerns."[4]

It is a University hypothesis, as set forth in several successive position papers, that the institution's experiences in the training of minority students have a continuing intrinsic legitimacy and value as competent elements in higher education in a democracy. The University position is, however, that these experiences can more and more be turned to larger uses and to greater values as they can be made intelligently to apply to all sectors of the general society. More precisely, the view is that these socio-psychological phenomena which have for so long conditioned the human development of members of ethnic minorities -- depersonalization, dehumanization, and an operational "invisibility" of the individual, among others -- are now at work in the general American society, brought about in part by advancements in technology, by the mechanization of many functions and capacities formerly requiring human talent and ingenuity, and by other impersonal forces. Texas Southern and other minority institutions have throughout their existence had perforce to counteract these very phenomena in their grossest forms -- in characteristic syndromes which have originated in racism and poverty in America.

The University has therefore arrived at a philosophical position which contends that Texas Southern will be -- indeed, that it must be -- minority-oriented. This orientation is necessary, University officials say, even if enrollment trends substantively change the racial distribution of the T. S. U. student population, since the orientation derives basically from the dynamics of contemporary society as well as from the racial identity of pluralities of students. "What is needed, now more than ever," Dr. Sawyer has said, "is a set of institutions identifiably and demonstrably oriented to the nature of human problems resulting from the technological condition."[5] This was at least a part of the rationale seeking a status as "a special purpose institution . . . for urban programming:" the theory is that there is a present and continuing need for higher institutions, particularly those attractive to large numbers of minority students, having such a categorical purpose. This theory is, indeed, the principal argument of the Carnegie Foundation report **The Campus and the City.**[6] The University has therefore followed an overall design geared to the attainment of urban objectives in a pluralistic society rather than to narrowly-racial considerations.

B. CAMPUS REACTIONS TO INSTITUTIONAL "CHANGE"

Obviously, however, it has not been enough that there be only an Administration reemphasis of an urban thrust in Texas Southern philosophies, programs, and services. Even in an institutional situation where the central administration exerts a strong residual influence, there must be much more than a mere verbalizing of intention: substantive change is not spoken into existence, as it were. Thus, as Dr. George L. Allen, Chairman of the University Board of Regents, has recently pointed out to faculty and staff in a statement prepared for a mid-winter planning conference, "The Board . . . stands ready to validate and endorse your findings and conclusions, insofar as these relate themselves to conscientious perceptions, intelligent analyses, and sensitive and concerned predictions of the University's future, but it is you who must convert the visions into realities; it is you who must make flesh of the words . . . the Board can be helpful in both the philosophical and implemental sense, but you must take the initiatives."[7]

The matter of securing faculty, staff and student cooperation in a definitive reaffirmation of Texas Southern's urban concerns had to be one of the first steps to be taken on an institution-wide basis, as what may easily have presented itself to University people as a "new" thrust was emerging. It happens that at Texas Southern the processing of the "urban concept" as a mandatory institutional emphasis appears to have been at least a background concern of the extensive faculty and staff discussions of University goals at the first Mid-Winter Planning Conference in 1968. A review of the Proceedings of that conference reveals that faculty and staff discussants of the conference theme "Goals for Texas Southern University" were more interested in the nature of the university's community involvements than was suggested by the official agenda items, though one of the sessions was formally devoted to a discussion of "The University and its Communities."[8] The Proceedings show clearly that one key concept which repeatedly surfaced in participant interchanges on various topics was relevancy, which was, of course, interpreted in several ways by its advocates and its opponents.

The Proceedings show also that there were sharp disagreements among the discussants relating to the capacities and capabilities of Texas Southern's faculty and staff, as they were then constituted, to "handle" contemporary societal problems given the way the University was then organized. The persons orginating certain expressions of attitude and strategy were not always those who might nominally have been expected to do so. Dr. Lloyd L. Woods, then Distinguished Professor of Chemistry and widely known in his field as a "pure scientist," included in his Conference comments the statement that "T. S. U. must reestablish some sort of relationship with the world in which we live. . . I suggest that an area, something more than a department, of public administration be established. . . People in the majority group cannot and dare not go into the places where Texas Southern people can go. This is a service that only we can perform."[9]

On the other hand, the late Dr. Henry A. Bullock, then Distinguished Professor of Sociology, addressed reservations to President Sawyer and to the Conference: "You have challenged the University to come to grips with and to master three basic and inherent problems -- the problem of academic conservatism, the problem of subject-matter relevancy, and the problem of compensatory education . . . I say in all frankness that our institution is not now geared to take care of these problems, and that if we are to execute to any appreciable extent the very fine propositions laid down, our institution has to undergo a complete reorganization . . . And so, Mr. President, the question you leave is. . . 'Do you have the faculty for what you are talking about?' "[10]

There was a definite undercurrent of institutional anxiety. The aforementioned Dr. Hartshorn, Chairman of the 1967-68 Interim Administrative Committee and in 1968-69 Vice-President for Academic Affairs, commented, "I am sure that if we do not determine a role and scope for Texas Southern University, and, more than that or at least parallel to it, . . . get a role and scope that we all agree on and are ready to fight **for** rather than fight **against**, we are going to go down the drain. . . Our main job is to produce a program that everyone can accept as new and different, something exciting that will produce a better person, one who has his needs satisfied. . . The program should be so understandable and exciting that it will be. . . accepted by the administration, faculty, and students as a cooperative enterprise."[11]

Other warnings or admonitions relating to a more visible and meaningful University participation in community affairs were presented to the Conference by student, alumni, and community spokesmen, so that the sessions leading up to a group articulation of findings and recommendations proved to set something of a tone and to sharpen group sensitivities to at least a recognition that the University must set forth in clear terms its involvements, present and potential, in community affairs. The dominant preoccupation at this point was the student in his campus and his community environment. One result was the formulation or re-statement of the two institutional goals, already mentioned in Chapter II, which approached the matter of an urban involvement more or less directly.[12] Though much remained to be done, of course, in the emergence of substantive faculty, staff and student support for a more contemporary University stance, a beginning had been made at the First Mid-Winter Planning Conference.

An almost immediate follow-through strategy which was utilized by the University administration was the drawing up of the aforementioned "Master Work Plan," which delegated appropriate goal implementation activities to specific schools, campus groups, community elements, and other participating people. This "work plan", in addition, enumerated pertinent activities and presented time-frame progressions as benchmarks in the implementation processes. The plan was, in effect, a University commitment to definite action in its goal-oriented institutional programs and behaviors, a commitment which drew portions of additional seriousness from such considerations as the University's need to resume its forward momentum after two years of temporary administration, from the residue of the drama and trauma of May, 1967, from an awareness that a more threatening legal and political questioning of the viability of Black public colleges was developing.

It can be said, further, that the preliminary processes of goal implementation were facilitated by an incidence of key administrative changes, some of them as a natural consequence of the installation of a new President, but some of them as the result of an administrative reorganization intended to bring about a more contemporary University posture. Within a year after President Sawyer's investiture, the position of "Dean of Instruction" had been created, and new people had been recruited for or had succeeded to deanships in Business, Law, Technology, the Arts and Sciences, Pharmacy, and the Graduate School. As it happened, the personnel changes were for the most part promotions of lower-echelon administrators to the deanships, except, of course, in the cases of new positions. The practical effect, however, was that between 1968-69 and 1970-71 the University Administration virtually reconstituted itself. Thus, both administrative planning and institutional circumstances combined to make available a "new team" at the very time that the University was clarifying and intensifying certain of its goals and objectives relating to an urban thrust.

This meant that, in one sense, the "fresh start" toward an implementation of institutional relevancy could be made without inordinate decelerations attributable to the inertia of "tradition" in higher education.[13] The new administrators presumably accepted their posts in the full knowledge that the University was engaged in a definitive exercise in sharpening its goals and up-dating its mission. Some of the considerations which would necessarily inform this exercise and some of the substantive processes which it would have to involve had already been defined. Obviously, there was a greater awareness of and a more favorable disposition toward the necessity for carrying forward institutional activities associated with a firmer and more visible urban stance.

Significant as these follow-through developments relating to a heightened University effort in developing a more definite urban orientation were, they did not accomplish an "absolute" basis of understanding and acceptance by faculty and staff of the institution's reemphasized "urban commitment." A certain skepticism about what the commitment really meant in practical and programmatic terms persisted in the philosophical and educational convictions of some University people, who professed to be willing to accept the idea that Texas Southern was at that time a "once and future" urban university. There was, however, a persistence of the tendency of certain professional faculty groups and of some elements in the two important University-wide faculty entities -- The Faculty Assembly and The Faculty Council -- to insist that a necessary precondition to any improvement of University philosophy, programs, and services had to be the provision of a "more favorable" institutional recognition of given organizational representations relating to such matters as salaries, tenure, terms of retention and dismissial, etc.[14] These organizational preoccupations which undoubtedly had an appeal to faculty and staff members who considered themselves less favorably situated personally and professionally at the University, envisioned any institutional goals as primarily dependent on improvement of "the conditions of effective professional faculty and staff service."[15]

Though it duly recognized the legitimacy and pervasiveness of these occupational and vocational interests and anxieties of certain faculty and staff people, the University Administration proceeded on the assumption that its instructional and service employees recognized a larger professional obligation to the relevant higher education of young people who were enrolled in an institution which was earnestly seeking itself to define, validate, and secure heightened roles for itself. Dr. Sawyer pointed out in 1969, "The University has reached a point . . . where it has had to make assessments and evaluations of its overall status and to give serious and conscientious thought to future projections of viable thrusts for its administrative, academic, personnel, and physical structures. . . **A view of the University's future and of the vital role which only Texas Southern can play in its State and region should serve to give stability and a renewed sense of purpose and direction to those who are associated in the T. S. U. enterprise."**[16]

It proved necessary, therefore, that the University convene an extensive and continuing series of faculty and staff seminars, workshops, institutes and other exposures for resident personnel involved in implementations of the concept of "the urban thrust." The Mid-Winter Planning Conference series came more and more to focus on urban matters, and the roster of participants in these conferences was expanded year-by-year. The convening of the annual mid-summer administration workshops was initiated, each session being scheduled after State budgets had actually been announced. There were special meetings and symposia in which there was full participation by Texas Southern people.

At various points in this wide-ranging and periodic discussion process, it has been possible for the University Administration to announce, at least in a preliminary way, new institutional commitments and program possibilities which, when added to existent activities, have given or promised to give greater depth and dimension to a renewed Texas Southern urban thrust. As mentioned earlier, by 1971 the University was undertaking one of the most extensive involvements of any institution of higher education in the nation in the "Model Cities" program. Subsequently, Texas Southern entered into its formal contract with the Department of Housing and Urban Development, sponsoring a "youth involvement for community development" program.

Texas Southern then secured the approval of the Coordinating Board, Texas College and University System, for the establishment of a School of Education as a separate University entity, and was subsequently authorized to offer a doctorate-level degree program in professional education. Though there had been previous experiments with the doctoral program in predominantly Black colleges,[17] the establishment of the T. S. U. program was at the time only the second current doctoral-level program in a predominantly Black college, and the sole such program to be offered in a State-supported minority institution in the nation.

Following this, the University received approvals for and has established a School of Public Affairs and a School of Communications, both primarily concerned with the offering of competency-based training for professionals and paraprofessionals in appropriate given areas. The University has, moreover, been designated by the American Bankers Association as one of two subsidized training sites in the country for minority students interested in banking and finance.[18]

In the area of Federal programming and private special grants and contracts, the University is now the site of some fifty (50) funded programs. This funding pattern includes Texas Southern's designation as preliminary recipient of "set-aside" funds from the United States Office of Education under the provisions of the Advanced Institutional Development Program, as subsidized under certain new provisions of The Higher Education Act of 1965. In addition, the University has submitted plans for a formal proposal for a Supplemental A. I. D. P. Grant of some $1 million. The institutional proposals for expenditures of A. I. D. P. funds have emphasized the institution's urban commitments.

Respecting all of these matters, University faculty and staff members have been active participants in conceptualizing and in planning specific programs, so that they have had their part in definitions of the nature and extent of the University's programmed urban activities. Faced with this impressive array of institutional possibilities in which they have have had both initiatory and contributory roles, Texas Southern faculty and staff people have found themselves more and more in a professional situation which requires their acceptance of and commitment to University enterprises in urban programming.

Faculty and staff sentiment in behalf of the University's urban thrust is still, of course, in its developmental stage. "Many -- but by no means all -- Texas Southern people have responded," President Sawyer told the 1975 Planning Conference, "and, as a result of creative responses and positive attitudes on the part of some of us, the University still retains an initiative in the determination of its own destiny. We are still sufficiently in charge of our own internal and external affairs to speak with conviction and influence about what will happen to the institution for the next five years and beyond. Many of our counterparts among the Black institutions cannot make such a statement, as you well know."[19]

Realistically, as a matter of fact, there is no T. S. U. expectation that there will ever be a complete faculty and staff unanimity on the University's urban commitment and/or on the scope and direction of that commitment. Nor does such a unanimity appear to be an aim of the University Administration. President Sawyer has publicly spoken many times his perception of "a dialectic process" which he identifies as operative in the working out of both educational and human affairs.[20] This concept of what is called at Texas Southern "the realities of institutional management" encourages a point/counterpoint approach to institutional change which can affect the training and careers, and therefore the lives, of many people. "We must have," Dr. Sawyer has said, "a creative interaction as between those who strongly support orthodox educational beliefs and philosophies, and those who strongly believe in innovation and change as 'the keys to the kingdom.' The University must have the sincere convictions and representations of each group if we are to have a dynamic, but a balanced institutional existence."[21]

C. POLITICAL CONSIDERATIONS IN INSTITUTIONAL CHANGE

Operating as one significant factor in "the internal and external affairs" of the University has been a series of structured events leading up to the formal presentation to the State Legislature which resulted in the action making Texas Southern officially "a special purpose institution of higher education for urban programming." This Legislative enactment was not, the relevant evidence indicates, a happenstance or simply a reassuring gesture on the part of State officials who then felt the need to respond to a pressing legal and/or political situation. This "pressure" was certainly present in the original establishment of the University in 1947 and in the change of its official name in 1951. It must be remembered here that, as was emphasized in Chapter I of this monograph, the circumstances involved in the two earlier direct Legislative considerations of the University as an institution in its own right were legally and politically dramatic, and were distinct from those annual or biennial considerations which have placed Texas Southern within a context of "State colleges and universities." In the first instance, in 1947, there was the **Sweatt vs. Painter** matter which loomed large in the background of the institution's establishment. In the second instance, in 1951, a decision in **Sweatt vs. Painter** had been rendered, and the State was faced with a decision to continue or discontinue the University which it had founded as one possible "answer" to the prospect of racial integration in higher education in Texas.

None of these "external" pressures was present in 1973, when the Legislature passed the "special purpose" bill. What was involved was a functional University engagement in what may be called "a political process" which characteristically operates at the State level, and which realistically facilitates or, on the other hand, effectively neutralizes the promotion of institutional interests of one kind or another. "Texas politics," a term which sometimes calls up visions of opportunism and a "free-wheeling" political gamesmanship, has certainly not been an area in which University officials could have had an opportunity to become experientially proficient, nor did this kind of proficiency suggest itself as necessary respecting the quest for the "special purpose" designation.

University people have recognized, of course that ethnic minorities in Texas, and especially the Black population, have politically become more potent since **Smith vs. Allright,** since **Sweatt vs. Painter,** since the 1954 desegregation decision of the Supreme Court, since the passage of the Civil Rights Act of 1964. It is true that Texas Southern graduates, notably Ms. Barbara Jordan, but others as well, have entered into State and national politics and have earned good marks for their civic service.[22] The effects of this minority political development have not been lost on the Texas Southern campus. The University, partially because its administrations have had to be realistic politically, and partially because its clienteles have more and more come to respond effectively to political considerations, has become more visible, as it were, in that portion of the societal decision-making process which requires that public officials and agencies take into account the representations of influential constituencies. Still, Texas Southern, as an institutional entity and as designated beneficiary of limited State funds, has not had, in and of itself, the "political" leverage which is available to majority-oriented higher institutions in the State.[23]

What has happened, then, is that the University has progressively identified itself with an increasingly aware and sensitive local and State-level body politic which has been willing to coordinate its influence with that of the University in presentations to the State Legislature, to other government bodies and to the general public in behalf of Texas Southern programs and services. Mention has been made in Chapter II of this monograph that there has been a redistribution of the racial mix of the State of Texas population. This distribution, when combined with civil rights gains, has operated to secure a greater leverage and political influence for minority groups. The development of this ethnic influence is attested to by the fact that members of minorities have been appointed to membership on State regulatory commissions and policy-setting bodies, such as the Coordinating Board, Texas College and University System, and other decision-making agencies.[24]

An important fact here, also, is that an incidence of the expression of minority influence has made itself felt in the electorate choices of members of the State Legislature, so that there has been an increase in the number of minority persons who have been voted into State offices. As it has happened, perhaps in a sense inevitably in view of the demographic situation in Texas, the Black candidates who have been chosen have been residents of Houston, Dallas, San Antonio, and other cities, and have therefore had certain Texas Southern connections which this group of elected officials have regarded as important in their commitments to public service for improvement of the general welfare in Texas.

This is not to suggest, however, that support for University representations to the

State Legislature has come as a result of racial chauvinism or of "blank-check" ethnic support by elected minority officials. There has been, it must be said, a hopeful and deliberate involvement of key public officials in the mid-winter planning conferences, in the summer administrative workshops, and in other University approaches to the consideration of institutional problems and prospects. A conscious University effort has been made to include in a substantive way the contributions of elected officials, of community people, and of other representatives of the institution's clienteles. This participation has been scheduled in all of the planning and implemental efforts in which the University has been engaged.[25]

The University has succeeded, moreover, in effecting an involvement in its "mission" considerations of people from the entire metropolitan area of which Houston is the center. In 1972 there were participants from the Houston Chamber of Commerce in that year's Mid-Winter Planning Conference, and Texas Southern representatives hold memberships in the Chamber. There has been a actual and documented involvement of community agencies and organizations in University planning and projection, so that an operative T. S. U. rationale has presented itself to community organizations and groups as needing their support for University activities.

The Texas Southern administration has been conscious of the fact that a certain "question of credibility" as between institutional representations of substantive endeavor and real accomplishments has been likely to exist, so an effort has been made to keep a properly inquisitive and interested media complex in Houston--representing local, State, regional, national, and international communications agencies -- fully informed of University activities. It is certainly true that Texas Southern programs and projections, for the precise reason that they have been "innovative" and have been taken to be "audacious" considering their point-of-origin in a predominantly Black college in America, have been at least routinely, if, indeed, not carefully, examined by commercial communications media.[26] An important part of the "political" activities of the University has had to concern itself with media relations, and with a careful articulation of an interpretation for several publics of its "new" role.

A significant part of the University's effort in expanding its functions and enlarging its programs has been the availability of a substantive support from The Coordinating Board, Texas College and University System, and from the Commissioner of Higher Education. The Board is itself vested with the authority to approve or disapprove proposed programmatic offerings and curricular changes in public higher institutions in Texas, and its findings and recommendations must be assumed to carry a very considerable weight in those matters in higher education which require Legislative action. It certainly appears to be true that Texas Southern could not have engaged itself in an exercise in philosophical and programmatic expansion without the implicit and explicit agreement of the Coordinating Board, the Board staff, and the Office of the Commissioner of Higher Education, a position currently occupied by Dr. Bevington Reed. Texas Southern could not have, in effect, virtually doubled its academic and service thrusts without the advice and consent of the Board's individual and collective membership in granting, without nullifying exceptions to the institution's progressional representations, approvals for proposed new programmatic thrusts. These approvals, one must assume, have been due in some part to the quality and extent of an intelligent advance preparation by appropriate Texas Southern people. However, an undoubted element in the persuasiveness of University programmatic expansion proposals has been the willingness of the Board itself and of its individual members to accredit and to validate both Staff and general Board reviews of proposals for legitimate and appropriate enlargements of Texas Southern functions.[27]

There has been, moreover, a growing incidence of support for the University's urban thrust in Houston's local communities, in metropolitan areas in Texas and in the Southwest, and in the nation. The University Administration has, logically enough, sought and, in a measure at least, obtained connections with and inputs into official considerations of those urban matters which now affect formal decision-making processes, particularly as these affect minority groups, in many geographical and demographic areas.

The Texas Southern Urban Resources Center, in addition to the discharge of its responsibilities in its Department of Housing and Urban Development connection, has entered into working and operational relationships with the Department of

Transportation, with the National Aeronautics and Space Administration, with the Texas Highway Commission, and with other State and national agencies. University people are now participating in negotiations for support of additional research and action-oriented projects with the City of Houston and other local governments, with the Houston-Galveston Area Council, with the State of Texas, with certain Southwest centers for urban development, and with national and international private and governmental organizations.[28]

What now seems to be true is that the sheer weight of these Texas Southern initiatives and participations has, if it has done nothing else, impressed itself upon the emergence of a more generalized public awareness of the University's existence as an agency of training and service in behalf of its clienteles. There may now be developing, moreover, a more generalized political consciousness of the University's present and potential contributions to the societal welfare and well-being of all the publics who have an official or practical entitlement to the institution's services and programs.

Especially in the last six years, Texas Southern has undertaken officially to present itself to its interested patrons -- prospective and enrolled students, community people, business and industrial interests, governmental agencies, private and corporate philanthropies, etc -- as a higher institution which is genuinely and sincerely oriented toward community development and toward the promotion of a better way of life in urban communities. Whether or not this formal presentation, based on the hypothesis of an attempt to achieve cultural pluralism rather than on an effort to satisfy the legal nuances of ethnic designation, can ultimately be successful remains to be determined in behalf of the University -- functionally, legally, and operationally. Texas Southern has, however, planned an institutional future on the assumption that a reconciliation of these "opposites" is possible, and that such a reconciliation can be creatively productive in promoting the national interest in a pluralistic society. Such a reconciliation is dependent, in part at least, on the extent to which the University continues to have its "political" supports, both in the narrow sense of Legislative and other governmental approvals of its programs and services, and in the broader sense of acceptance at several levels by its various clienteles. The present evidence is that such a continuation is the subject of a conscious and structured University effort, based on an awareness of the vital importance of such supports for institutional enterprises.

D. TEXAS SOUTHERN AND RACIAL CONSIDERATIONS

A sensitive element in the "political" approaches which Texas Southern University officials have had to make to their perceptions of the institution's status and its future has been the matter of "racial" identification. It must be remembered here that the University was established at a time of serious legal challenge to racial segregation in higher education in the South and that its establishment was deeply involved in this whole matter. Indeed, the original name given to the institution by the Texas Legislature in 1947 contained a racial phrase, and the factors affecting the change of name in 1951 from "The Texas State University for Negroes" to "Texas Southern University" had clear racial overtones. As a matter of fact, students at the University in 1951 voiced strong objections to the alteration because they felt that the word "Southern" in the new name was suggestive of the semantics of segregation.[29] They wanted their school to be named simply "Texas State University," eliminating the phrase "for Negroes."

For a time, however, even after Sweatt v. Painter and even after the change of name, there appeared to be a tacit understanding that the new University in Houston would operate "for Negroes," though such an operation could no longer be legally justified . Certainly, though, T. S. U. was attracting almost all of its students from Black sources in Texas and elsewhere, and since there was only a trickle of minority students into the University of Texas and into other predominantly white schools, it seemed that a situation was developing which strongly favored a "permissive" racial segregation in a higher education system which had lost its legal "duality".[30] It was necessary for Black students who wished to enroll in predominantly white colleges and universities in the South to expose themselves to controversy and to possible violence in their efforts to gain admission, and virtually every case of actual admission was a newsworthy event.

It was not until the sixties -- and especially as a consequence of the Civil Rights Act of 1964 -- that there came a "relaxation" of institutional behaviors in regard to the admission of minority students, and it was not until the application of "affirmative action" policies regarding the racial distribution of students in predominantly white colleges and universities that the concept of integration came to be "implemented" even in token ways. Ironically enough, minority students, and especially Black students, then became highly desirable as enrollees in majority colleges and universities, and Black faculty and staff people for these institutions were in sudden and insistent demand.[31] Indeed, business and industry also engaged themselves in what can only be called a frantic search for people who could dramatize "the Black presence" on their rosters of highly-visible employees.

In the sixties Black colleges and universities, including Texas Southern, found themselves in a curiously anomalous position. They were the principal source for trained Black manpower which was much in demand, but they were also apparently vulnerable to the charge that they had developed a vested interest in maintaining racial segregation in higher education. This latter sentiment was put rather succinctly by the late Louis E. Lomax in 1962:

> "Ten years ago, in 1952, a Negro college president who was able to talk some white philanthropist into giving him, say, a hundred thousand dollars for a new library was a hero and a highly respected race leader. Now the Negro college president must spend much of his time explaining himself, saying why he still heads a 'Negro' college, trying to tell a skeptical world about the future of the 'Negro' college, attempting to soothe the restless Negro students, who are embarrassingly aware that they are receiving an inferior education while being surrounded by all the trappings of segregation."32

Some five years later, in 1967, Jencks and Reisman presented their perception of another side of the racial matter and with specific reference to Texas Southern University:

> "Even where the public Negro college does [sic] have a large 'natural' white clientele, a state legislature may not be willing to do what is necessary to ensure integration. . . Texas Southern was for many years the only public institution in Houston. But when Houston whites began to demand a publicly subsidized commuter college, the Texas Legislature met this demand by negotiating a takeover of the hitherto private. . . University of Houston, not by expanding Texas Southern."33

During the sixties other developments in higher education having definite racial and ethnic overtones were introduced. Majority institutions gradually came to find that the minority students whom they ardently sought to recruit apparently required special kinds of instructional assistance, and that in many cases these students demanded a racial orientation in some of their available courses and other formal studies. There followed a veritable plethora of "ethnic studies" programs in these institutions, and many of these programs were initiated under highly "politicized" circumstances.[34] Many Black colleges, of course, as early as the 1920s and 1930s had offered such studies, without, however, the kind of programmatic and financial encouragements which predominantly white schools found available to themselves in the late sixties.

In the ebb and flow of the tides of societal change in the sixties concepts of "racial awareness" and "ethnic identity" took on newer and more positive connotations, but the legal situation was not noticeably changed. The dilemma of the Black colleges was -- and still largely is -- that there has been a legal and conventional preoccupation with the "arithmetic" of student skin-color, rather than with the "chemistry" of the educational process. With few exceptions, Black institutions have been singularly unsuccessful in calling attention to their legitimate societal and educational functions. These functions are conditioned, of course, by the continuing pervasiveness of race and poverty as definitive factors in American life, but the essence of the functions is capable of absorbing and superseding conventional representations of neo-separatism and "the economics of poverty."[35]

Thus, a strategy at Texas Southern University has been to emphasize the present and potential **functions** of the institution, and to take the position that these functions are both unique and valuable in a pluralistic society. The University presentations of itself to its several clienteles have strongly contended that it is the quality of the educational experience which a given higher institution provides for students who have elected to matriculate which should be the crucial issue in institutional support and evaluation. "The fact is," President Sawyer points out, "that an urban university must be minority-oriented, even when it has a plurality of 'majority' students, since minorities are inextricably a part of the problems and prospects of the nation's cities. Similarly, college and university studies in American culture and, for that matter, in the cultures of the world cannot exclude what are now called 'ethnic studies,' even if there is not a single minority student enrolled. Colleges and universities must recognize that so-called 'ethnic studies' are legitimate, appropriate, and necessary inclusions in their relevant curriculums, not as a matter of responding to 'political' situations. but as a matter of discharging a critical obligation to intellectual honesty, and, one might add, to historical accuracy."[36]

The Texas Southern emphasis on **institutional functions** has sought to draw critical attention -- in local, State, regional and national contexts, and in representations to potential corporate and individual supporters -- **to what the University does and/or can do as an agency of higher education,** rather than to the racial headcount of its students. The University has based the bulk of its representations to its several clienteles on grounds other than the racial distribution of its student population. Texas Southern officials have certainly entertained as a consideration the adoption of the theory that Black colleges **per se** deserve every political and societal accommodation as institutions which have promoted -- **and still contribute creatively to** -- the general welfare of the nation. These officials have not chosen thus far, however, to base their presentations relating to institutional viability on strictly racial arguments, though the demographic characteristics which must be used to describe the "typical" student are transparently related to social and cultural disadvantage and previous educational deprivation, conditions which are most frequently associated with minority status, albeit not exclusively so.

As time has passed, moreover, the University Administration has found that a predication of its positions in educational matters on racial terms **per se** is becoming an "ambivalent variable," the societal response to which is difficult to predict and uncertain with respect to results. Thus, an influential Black member of the Texas Legislature candidly told the 1974 Mid-Winter Planning Conference:

> "One of the things that was said here earlier and that did touch me was the recognition of a general trend away from the philosophy of a 'predominantly Black school, a traditional Black school.' That argument is more and more becoming the weakest point from which to argue for anybody or anything. It is just growing old; you just cannot stand up and say too much longer that 'you have to do this for me because I am black.' This is an argument that is used when

> people do not have any others. . . I would much rather argue that T. S. U. needs increased funding because it is the institution that could provide us with very vital information we need for mass transportation to work, for lower crime rates to exist in larger urban areas. And this ought to be, because big cities around the State, around the country are becoming increasingly Black."37

The Texas Southern University Administration has sought to make it clear that the institution is not engaged in a process of disclaiming its minority and/or ethnic orientations, but that it is now a University hypothesis that institutional functions, expressed in philosophies, policies, and programs, can thoughtfully and creatively subsume and supersede, without inordinate sacrifices of either minority orientation or of ethnic integrity, the more immediate racial needs and concerns of large numbers of its students.[38]

What appears to be in progress at Texas Southern is an institutional effort to bring together in an intelligent and harmonious way -- in a pattern of higher education that makes practical sense -- a complex of programs and services which address themselves to the "realities" of twentieth-century existence for several publics. There is a certain "overlay" of racial identification in whatever the University undertakes, perhaps inevitably in view of the institution's historical and current connections and affiliations with the interests of minority people. It is probably true that most people in Texas and elsewhere -- this includes prospective students, enrolled students, government agencies at several levels, private philanthropies, and other clienteles and patrons -- continue to regard Texas Southern primarily as "a Black institution, catering to Black students and essentially oriented toward their interests." The overall University effort, certainly within the last five years, has been to underscore the fact of its appeal to minority students and to other prospective enrollees, and to state the educational and societal values which competent higher education for these people, no less than any others, holds as a contribution to the general welfare.

ANNOTATION - CHAPTER III

1. Some Southern states, responding to U. S. Office of Education requirements, have submitted proposals for "integration" in higher education which would theoretically change the basic character of erstwhile "Black" institutions. See, for example, the Georgia Plan.

2. It is a matter of repeated public record in Texas that there are periodic considerations of the possibility of a merger as between Texas Southern University and the University of Houston. More recently, the idea has been advanced that Texas Southern should become the "Houston branch" of the University of Texas. News stories have connected this latter proposal with the fact that the University of Texas faces stern questioning regarding its implementation of racial integration. See Moselle Boland, "UT-TSU Merger Action Unlikely This Term," **Houston Chronicle**, Vol. 74, No. 154 (March 16, 1975), 1, 19.

3. "What is a real possibility . . . is that Black institutions, especially Black colleges and universities, can become engaged in the formation of socio-political structures which can serve a purpose very similar to Plessy v. Ferguson. This is, we can become unwilling -- or willing -- partners to the birth of a neo-separatism. We must not allow this to happen." Sawyer, **A Position Statement: Texas Southern University - A Special Purpose.** (Houston: January 23, 1973), p. 7.

4. Elaborating on this idea, the University President told the 1975 Mid-Winter Planning Conference, "We cannot claim to be a viable institution that is dedicated to 'community' -- in Houston and the world -- if we cannot bring the multi-racial talents of the campus into better synchrony with the institution's goals." "Institutional Strategies and Individual Commitments," in **Texas Southern University: Developmental Strategies for 1975-80 and Beyond.** (Houston, January 18, 1975), pp. 14-15.

5. See Sawyer, "One University's Urban Commitment," **Journal of Extension,** (Spring, 1973), 9 - 12.

6. The Texas Southern explorations of a more definite and deliberate involvement in urban affairs was initiated before the publication of the Carnegie Foundation Report, but there is a meaningful coincidence in the ideas and proposals projected from the overall considerations of both sources.

7. "Greetings" in **Texas Southern University: Developmental Strategies.** (See Footnote No. 4 above), p. xix.

8. See **Proceedings of the First Annual Administrative Conference,** (Houston, 1969).

9. **Ibid.**

10. **Ibid.**

11. **Ibid.**

12. See Chapter II, pp. 38 - 39.

13. Some Texas Southern faculty and staff members expressed concern that the University was about to "forsake" its traditional tasks in higher education to favor "frills" and "gimmicks" which might temporarily be appealing, but which would ultimately "water-down" the legitimate educational pursuits to which University programs and services ought to be devoted. See **Proceedings** cited above.

14. A series of in-house publications by the Texas Southern chapters of The Texas Association of College Teachers and The American Association of University Professors, published over the past decade, is expressive of these concerns.

15. N. B., Terry **et al, Faculty Manual: Policies, Regulations and Procedures,** Revised, 1974.

16. "Preface," **Goals for Texas Southern University.** (Houston, 1969), p. i.

17. North Carolina Central University, for example, at one time awarded the doctorate; at present only Howard University and Texas Southern University, among the predominantly Black colleges, offer the terminal degree.

18. The other training site, sponsored by the American Bankers Association, is Howard University, whose School of Business is headed by Dr. Milton Wilson, former dean of the T. S. U. School of Business.

19. See Footnote No. 4 **supra.**

20. Sawyer, "The Urban University: Toward Harmony or Hiatus," **The Educational Record,** Vol. 55, No. 4, 229 - 236.

21. Interview, January 20, 1973.

22. Ms. Jordan received her baccalaureate degree from Texas Southern, then went to the Boston University School of Law.

23. This situation has in recent years been affected by the presence in the State Legislature of a group of Black electees who have, for certain appropriate purposes, constituted themselves into a "Black caucus." Texas Southern has not, however, participated in the widely-publicized "lobby establishment" which has been continuously active in Texas politics. It should be said also that University officials have maintained periodic structured communications with the members of the Harris County delegation to the Legislature.

24. Most of the significant political appointments for Black citizens of the State have come within the past decade, so that a number of "firsts" have been recorded in these minority memberships on Texas regulatory and policy-making agencies.

25. The roster of participants in a "typical" mid-winter planning conference includes University administrators, faculty and staff members, student representatives, alumni and ex-students, representatives of State and local government, officials of civic and political organizations in the State and region, representatives of community development groups, in addition to advisors and consultants from national sources.

26. The University operates its own FM radio station -- KTSU -- and maintains a programmed CCTV operation. These communications media have been established with an extensive involvement of commercial media outlets, including radio, television and newspaper personnel.

27. For one exemplary background paper, see "Prospectus for the Texas Southern Urban Resources Center," presented to The Coordinating Board, Texas College and University System, June 2, 1972.

28. See, for example, Naomi Lede and Hortense W. Dixon, **Urban Minority Groups in Houston: Problems, Progress, and Prospects.** (Houston: 1973).

29. There was almost a weekly coverage of this whole matter in issues of **The Houston Informer** in 1951.

30. Legal scholars vary in their interpretations of what the Supreme Court's technical intent was in the Sweatt Case, if any, beyond a ruling on the quality of legal education available to Negroes in Texas. See however, Tollett, "Blacks, Higher Education and Integration," **The Norte Dame Lawyer,** (October, 1972), 189 - 207.

31. An extensive bibliography is that of Winnie Bengelsdorf, **Ethnic Studies in Higher Education: State of the Art.** (Washington: 1972).

32. **The Negro Revolt,** (New York: 1962), -- 206--207.

33. "The American Negro College," **Harvard Educational Review,** XXXVII, No. 1 (1967), 56.

34. Wilson Record, **op. cit.,** 192.

35. For a series of presentations on this whole matter, see the Summer issue of **Daedalus, Journal of the American Academy of Arts and Sciences,** "The Future of the Black Colleges." C, No. 3.

36. Interview, Sept. 15, 1974, Quoted by permission.

37. See **Proceedings, 1974 Mid-Winter Planning Conference,** p. 146.

38. **Texas Southern University - A Special Purpose, A Source of Community Pride.** (Houston, 1973), p. 6.

CHAPTER IV

PROGRAMMING FOR "THE URBAN THRUST:" A STATEMENT OF WORK-IN PROGRESS AT TEXAS SOUTHERN UNIVERSITY

A. INTRODUCTION

The official identification of Texas Southern as the first of the nation's predominantly Black universities to receive an "urban designation" is by now much more than a matter of simple geographical location or even of preliminary philosophical commitment. Though certain new implemental processes relating to "urban university" status are still developing, the University has initiated and maintained academic and service programs and relationships which have resulted in measurable educational gains -- in Houston and elsewhere. In preceding chapters of this discussion, general references have been made to some University activities which have dramatized, so to speak, the institutional involvement in urban affairs. The University obviously does not expect, however, to be required to bring off a continuing series of "spectacular" events and "highlight" accomplishments which secure national and international attention to itself. Even if this were possible, there would remain a valid question relating to the basic solidity and the enduring educational values which ordinarily give meaning and dimension to any institutional thrust. Indeed, as Texas Southern succeeds in gaining recognitions for the several componential elements of its "new" designation, it can be expected that relevant University activities will be subject to continuing reviews and evaluations, both formal and informal, in the academic community, in governmental circles, in the business and commercial community, and in other areas of present and potential institutional support and/or rejection.[1]

It is a perception of the University Administration that an urban mission in contemporary times subsumes a range and variety of programs and activities which are capable of requiring the full complement of institutional resources. This is seen as including not only substantive academic programming in regular and special contexts, but also research and action-oriented projects in local, State, regional, and national community development activities in technical and human services, extending even into certain international relationships with other higher institutions and other educational and social entities, with business and industry, with private and public philanthropies interested in the promotion of the welfare of cities and/or of the advancement of minority groups. As a matter of fact, it is a University hypothesis that its existing accommodations for this whole series of relationships, when taken together with the institution's historical connections in these areas of cooperation and participation, form a solid and credible base for programmatic and services extensions and innovations.[2]

Indeed, Texas Southern has been and is engaged in significant cooperations, joint program ventures, and reciprocal and mutual activities with a wide and diversified complex of societal agencies, and its programs and services now have what present themselves to impartial observers as meaningful intervolvements with influential public and private entities. President Sawyer has insisted that there must no longer be a University distinction as between "the real" and "the academic". "We continue to talk," he has said, "as if 'the academic' is only that which is theoretical, and therefore has no necessary relationship to the **realities** of the human condition. Texas Southern University is determined, however, to regard the realities of our human existence as the primary 'stuff of academia.' Questions of economics, politics, transportation, urban services, city planning, etc are **academic** in the sense that they must impact curriculum content, instructional methodology, professional development, competency evaluation and other institutional characteristics of Texas Southern University, if not those of other collegiate institutions."[3]

In its official literature, therefore, the University places heavy stress on such matters relating to its urban thrust as its inter-institutional and inter-agency cooperations, its existing relationships with public school systems caught up in the sometime uncertainties of common-school integration, its participations in community development projects in Houston and other places, its activities with governmental agencies at several levels.

B. MAKING "THE ACADEMIC" REAL: PROGRAMMATIC TRANSFORMATIONS

No less than other higher institutions which have defined one of their essential functions as "the preservation and transmittal of the human legacy," Texas Southern University has historically subscribed to certain traditional theories and practices relating to the prescribed roles of American colleges and universities. This has been a valuable and necessary exercise in obtaining acceptance of the University in the academic community as an institution of higher education per se, so that, like its institutional counterparts, Texas Southern has adhered to the standards and principies which have repeatedly gained accreditation of its academic programs and supportive services.

Yet, it has apparently been recognized by successive University administrations that there had to be "different" elements in the rationale and the programs of the institution. The necessity for this "difference" has stemmed primarily, of course, from racial considerations, and from an awareness of the special imposition of race in the American social scheme. President Lanier, according to one observer, "called the attention of the Black community to the necessity of vocational training and apprenticeship, if the Black community hoped to survive."[4] Regarding the role of Black colleges, President Nabrit said, in retrospect, "The Negro colleges have been practically the sole source of higher educational opportunities for Negroes for most of a century. . . These institutions have, in addition, been history-in-the-making for the Negro and remain his cultural reservoirs."[5]

Such an administrative awareness that there has had to be something more in the offerings of Texas Southern than a mere reduplication of what has been offered at other schools has had a definite and definitive impact on University curriculums, and on the institution's service and auxiliary programs. As the quotation from Dr. Lanier would suggest, during his administration the then School of Vocational and Industrial Education (now the School of Technology) was for a time the largest of the institution's academic components, and its enrollment gained in size from an influx of returning World War II veterans who wished to reenter or to start their collegiate training. University catalogs covering the academic offerings in the early fifties show that the program in vocational and industrial education was heavily weighted toward the development of actual student skills in the mechanical arts and trades, in an earlier version of what is now called "competency-based education."[6]

It is reasonable to assume that President Lanier's preoccupation with vocational and industrial education stemmed in part from his observation that the manpower requirements of the recent war had placed minority people in industrial plants and other commercial enterprises which had formerly been closed to them. It is true, however, that Dr. Lanier had previously served as dean at Hampton Institute, a Black institution which had pioneered in offering trade and industrial education to Negro youth and which had really served as a model for the development of the celebrated Booker T. Washington educational theories associated with the establishment of Tuskegee Institute.[7] It is understandable that he would see the post-war opportunities available to Blacks in the trades and in an expanding American industry as something of a verification, perhaps even as a "vindication," of the Hampton idea.

There came inevitably, of course, a slackening of emphasis on the utilization of gross manual trades skills, as the conversion of the nation from war-time to at least semi-peace-time status proceeded. More sophisticated technologies had been developed for military purposes, and these were to have their impact on the "civilian" economy. As a matter of fact, the ending of the "shooting war" was closely followed by the emergence of "The Cold War," pitting America and Russia against each other in scientific, technological, and psychological pursuits.

As it happened, a change in the leadership at Texas Southern brought Dr. Nabrit, a scientist, to the University presidency. It has been recounted in Chapter II of this monograph that given emphases at the University tended to shift toward the sciences, both physical and social, as Texas Southern sought to "update" its educational functions. Though his field of "natural" interest was located in the physical sciences, President Nabrit showed a great interest in the social sciences, and projected the University as a significant "Southwest center" in the latter field. The presence of Dr. Bullock on the sociology faculty and of

Dr. Sheeler on the History faculty was a definite factor in the Nabrit projections. Indeed, the good offices of the University President were employed to secure special grants for research in the social sciences.[8]

With the advent of the Sawyer administration at Texas Southern, there came to be definite indications that the University would more and more "transform" itself into a "modern" posture. More and more, this transformation came to take on an "urban university" educational stance. By 1971 plans were being developed for the establishment of the Urban Resources Center, and by 1972 projections of a new undergraduate college, a School of Public Affairs, were being processed. Existing undergraduate schools at the University were urged to re-think their programs in the light of the University reemphasis of a renewed urban mission, and all of the existing schools did, in fact, make such a modified appraisal, the results of which were circulated under the rubric of the aforementioned serial documents **Toward an Urban University.**[9]

The University Administration undertook an initiation of rather fundamental changes in overall organization with respect to its reaffirmed urban commitment, so that a vice-presidency for urban programming was established by the Board of Regents in response to an administrative request. As will be shown later, the newly-established School of Education was charged with the responsibility of addressing its research and other performance capabilities to matters of school desegregation and other urban educational problems as priority items in its rationale of philosophical operations. Shortly thereafter, a proposal for a new School of Communications at the University began to receive official consideration, and has since been approved by appropriate State agenices. Structured consideration is now being given to the creation of other academic and programmatic patterns and/or realignments to make University functions more effective. "Texas Southern never was fully established under the terms of the legislation which created it, "Dr. Sawyer has said, "and we must now move decisively to correct this historic mistake."[10]

It must be said, of course, that "programmatic transformations" at the University relating to its reaffirmed urban mission are far from complete, even though they have progressed far enough to secure for the institution a special designation. Like many other predominantly Black institutions, Texas Southern is wrestling with problems of philosophical and programmatic viability which often do not present themselves as matters which the institution itself can control. There are considerations of decision-making about the University which are affected -- in some instances, critically and crucially -- by influences which are incidental and really tangential to the institution's perceptions of itself as a member increasingly in good standing in the American academic community. "We must do all that we can," Dr. Sawyer has said, "to show that, as far as we are concerned, we have been faithful to our trust."[11]

C. INTER-INSTITUTIONAL AND INTER-AGENCY COOPERATIONS

A strategy of Texas Southern University in making its programs more effective, in addressing itself to a process of "institutional transformation," has been a series of undertakings in cooperation with other Houston-based higher institutions and agencies. The existence of these cooperative ventures suggests that lines of communication between the University and its institutional colleagues are open. Despite, for example, the incidence of a pervasive disposition in Houston, to cast Texas Southern University and the University of Houston into opposing roles as "competitors" for the same students, the two institutions themselves have shown a disposition to cooperate one with the other in activities of mutual interest. Even given the position that the State of Texas is interested in the programmatic and financial sponsorship of programs of proved educational quality in higher education, Texas Southern has not sought to expropriate educational and programmatic functions which the newer State-supported school has wanted to explore. Similarly, the University has entered into cooperative ventures with Rice University, with the University of St. Thomas, and with other local higher institutions. This statement of the fact of local inter-institutional cooperation, phrased from the TSU vantage point, is to say that an active collaboration exists as between the University and other schools:

1. **The TSU - Rice University Geology Program**

   Under the terms of this program TSU students take the first two years of their study in geology on campus, then enroll for their junior and senior level courses at Rice University. The degree in geology is granted by Texas Southern University.

2. **The Inter-University African Studies Program**

   Initiated some nine years ago, this program has involved joint and complementary studies in African languages and culture -- at Texas Southern, at Rice University, at the University of Houston, and at the University of St. Thomas. TSU has been chiefly responsible for the language component of this program.

3. **The Institute for Storm Research**

   This was a cooperative program as between Texas Southern University and The University of St. Thomas. It was designed to train meteorologists, particularly relating to candidate recruitment from minority groups. The program has been at least temporarily discontinued because available funds have been exhausted.

4. **The Allied Health Professions Program Consortium**

   This Consortium, recently formed, represents certain cooperative efforts in the allied health professions involving Texas Southern, the Baylor College of Medicine, The University of Texas School of Public Health, and other units in Houston's internationally-known Medical Center.

5. **The Southwest Center for Urban Research**

   Texas Southern University now serves as a fully functioning entity in this agency, whose program, as the name suggests, is geared to a basic researching of urban situations and problems. The Center is in one sense a cooperative effort as between the University of Houston, Rice University, and Texas Southern University, among other participants.

6. **The Houston Center for Humanities Studies**

   This is a consortium consisting of Houston-based institutions which has proposed to Federal government a center in the Southwest for the study of human problems involved in appropriate areas of affective behavior. It would be coordinated by the University of Houston, with Texas Southern and other Houston-based institutions as cooperating participants. Funding from Federal sources is now pending.

Explorations of inter-institutional cooperation as between Texas Southern University and other Houston higher institutions have covered cooperative ventures in programs for Viet Nam veterans, for junior-college history teachers, for public-service career personnel, and for other special people, and are now in various stages of development. Whether or not these programs obtain the special funding which is necessary to their implementation, the point here is that Texas Southern is now well into a meaningful dialogue on institutional cooperation with the complex of higher institutions in the Houston area.

In truth, it can be said, without the University's making an inordinate claim of necessary "presence" in Houston-based consortial activities, that Texas Southern's participation in proposals of local cooperative educational ventures in collegiate training is by now assuming something of the nature of a "must." Some portion of this necessity is obviously ceremonial and perfunctory, relating, as it almost certainly does, to an inclusion of "the Black institution" as a means of enhancing proposals for special funding. Some portion of the "necessity" is, however, related to the fact that the University comes most readily to mind in many circles when given activities in higher education and in community development are under serious consideration, particularly as such activities may affect or must perforce include minority community participations. It cannot be said, of course, that inter-institutional and inter-agency cooperations affecting minority groups simply cannot proceed without the involvement of the University. It can be said, though, that at this point in time and in the development of appropriate rationales for minority-centered programs of whatever kind of character in the Southwest region, Texas Southern must be considered as an **asset entre main,** as it were: success is certainly possible in such ventures without the participation of the University, but it gains in credibility and in probability with TSU participation.

With respect to cooperative efforts involving TSU in the larger arena of higher education within the State, Texas Southern has participated in programs in institutional uses of the computer, as coordinated by the University of Texas in Austin and by the Texas A. and M. University at College Station. Ironically, Texas Southern has not received as of this writing direct State funding for its computer operations as a line-item in budget appropriations, even though repeated requests for such a subsidy have been made. Since the utilization of the computer is by now an approved management procedure in virtually all multimillion dollar business operations in America, it would seem that the University would at this point have been provided with the necessary computer capabilities. This has not been done, of course, so that Texas Southern, the largest "minority business enterprise" under State sponsorship in Texas, must manage, by institutional adroitness and an obvious "borrowing" from already over-burdened programmatic funds allocated to other functions, to establish at least a beginning competency in appropriate utilizations of the computer in instructional and management situations.

In the academic community outside of Houston and the State of Texas, TSU has had long-standing cooperative relationships with "established centers of learning," the most prominent of these, as mentioned earlier, being its arrangements with several institutions in the University of Wisconsin System, and with other established centers of research and advanced programming. Mention has already been made in this monograph of the fact that T. S. U. participated as an institutional partner in a consortium with Wisconsin which had an effect in the development of Title III of the Higher Education Act of 1965. A point here which is emphasized by both Texas Southern and Wisconsin officials, and which is verified by representatives of North Carolina Central University and North Carolina A. and T. State University -- the other institutions involved in the original consortium -- is that the arrangement of the predominantly Black schools with Wisconsin has historically been a "two-way" relationship: the three Southern institutions involved in the original program (a fourth, Grambling University, in Louisiana, has since been added) supplied visiting faculty and students to Wisconsin as "exchange" persons.

The North-South Exchange, as it is sometimes called by participating schools, has been a pioneering effort in inter-institutional cooperation, and originated at a time when predominantly white colleges and universities in the South were reluctant to enter into equal partnerships with predominantly Black schools, really because the white schools simply could not afford politically and strategically to acknowledge that their Black "counterparts" could serve as equal participants in consortial relationships. The situation has, of course, radically changed since 1965, so that there are now consortia of many kinds involving Southern white and Black institutions.[12]

In addition to faculty and student exchanges, the cooperation with the University of Wisconsin and with the other two institutions in the consortium has included joint faculty institutes and seminars in a variety of fields, curriculum development projects, advisory and consultantship relations between and among the institutional partners. There have been "spin-offs" from the original cooperative agreement, so that Texas Southern people have received a preferred selection in the activities of the famed University of Wisconsin Extension Division. The cooperative agreement with Wisconsin has been expanded, and now includes all institutions of the entire University of Wisconsin System. This has meant that more specific relationships have been possible as between individual units of the System complex and the schools and departments at Texas Southern.[13]

Nationally, in addition to its connections with the University of Wisconsin System, Texas Southern has conducted cooperative programs with the University of Colorado at Boulder and with institutions affiliated in several consortial arrangements bringing predominantly Black colleges together for joint improvement efforts. These have included, among others, the Five College Curriculum Program Consortium, the Institutional Research Consortium, the College Placement cooperative arrangement and the Moton Center Development Program. Texas Southern was an original participant in the formation of the National Association for Equal Opportunity in Higher Education (NAFEO), and has been associated in many other efforts which have sought to represent the case for higher institutions in general and for predominantly Black colleges in particular.[14] The University has "paid its dues," as the saying goes, in those structured efforts which have been mounted in behalf of an advancement of all colleges and universities, and especially in behalf of the advancement of those efforts which have supported the creative continuation of predominantly Black colleges.

Thus, the University has had a history of joint programs and cooperative efforts at the local, State, regional, and national level, and has presumably acquired a considerable know-how in the implementation of such cooperative programs. As has been true in the past, Texas Southern people are in position to identify areas in which fruitful joint endeavors with other institutions and other agencies could be undertaken, and can bring to these endeavors an institutional capacity which has been informed by meaningful experience. The official validation of the University in terms of its "special purpose" means that it can assume even more significant initiatives in establishing and/or expanding its cooperative efforts with other colleges and universities.

D. THE UNIVERSITY AND THE PUBLIC SCHOOLS

One area of direct and immediate impact of an institution like Texas Southern University, catering, as it does, to minority students, is public-school education. This is true for several reasons: the University has been a primary source of trained professional minority manpower for the public schools in Houston and in Texas, under both the "segregationist" and "integrationist" philosophies; more than this, the University still receives a large percentage of the Black students who have undergone their common-school education in what are still for all practical purposes "separated" schools, even under the dispensations of legal "integration." Indeed, recent experience in the public schools, especially in the light what can best be called "quasi-integration" and its attendant circumstances, tends to show that much remains to be done -- in Houston and elsewhere -- in making public schools more effective insofar as such matters as administration, curriculum, student services, special programs and other components are concerned. There are vital matters of public attitude and human response in the whole matter of cultural pluralism which are yet to be resolved, as is still attested to by continuing racial tension relating to public schools, such as the current situation in Boston.

Here again, a Texas Southern University -- historically, a predominantly Black college -- has had and continues to have an immensely vital present and potential role to play. The University has worked cooperatively with virtually every independent school district in metropolitan Houston and in its surrounding areas in a variety of "non-conventional" ways in their desegregation efforts. Several years ago T. S. U. was selected as one of the few institutions in Texas to offer a series of successful N. D. E. A. institutes for teachers of disadvantaged youth -- first for public school people in Houston, then for those in the State of Texas, for those in the Southwest region, and finally for college teacher trainers. Indeed, in a subsequent announcement of administrative appointments in the Houston Independent School District, no fewer than ten of some thirty nominees as school principals or assistant principals were persons who were enrolled in the first Texas Southern Institute for Teachers of Disadvantaged Youth.

One of the first federally-sponsored institutes on problems of school desegregation was held at Texas Southern in1966, and the University has conducted a continuing series of subject-matter institutes for elementary and secondary-school teachers, especially those teaching the life sciences and mathematics. For three years the University conducted one of the few T. T. T. (Training Teachers of Teachers) programs located at a Black college, and the University has offered several "cycles" of a Teacher Corps training program. Indeed, Texas Southern now conducts one of the few Teacher Corps/Peace Corps programs in the nation, a project which prepares secondary teachers for overseas assignments in Asian and African countries. Moreover, the School of Education, in cooperation with the Houston Independent School District, has conducted at Lockhart Elementary School an experiment which places prospective teachers, in-service teachers, and students in an intensive, on-site learning situation. The University has operated a "demonstration" school in the South Park area of Houston as an experiment in early childhood education, and Texas Southern is now the headquarters for an extensive series of Program Head Start operations.

University participation in scholastic education extends, moreover, into such present projects as the national Upward Bound Program, mentioned earlier in Chapter II of this monograph as an institutional pilot-project in pre-college training. Even before, Texas Southern had conducted a special summer studies program for high-school students in Houston which addressed itself to the developmental and enrichment needs of prospective minority high school graduates who were burdened with performance and achievement problems, as they faced the prospect of matriculation at colleges which would not at that time have been as "tolerant" of their shortcomings in common-school education as such institutions have since appeared to become. It was the view of President Nabrit, who initiated the Houston Pre-College Center Program, that minority students -- even those from "middle-class" and "well-to-do" families -- were likely to have educational and cultural deficits arising from the inequities of segregation in the public schools, and his pre-college program was intended to produce at least an awareness of these deficits on the part of the students themselves.

In the very recent past, under Model Cities funding, a University research team has concluded a pilot experiment in the inexpensive remediation of learning disabilities among young disadvantaged children, and this experiment promises to become a model for probable replication among a much larger group of youngsters with learning problems. Also, under Model Cities funding, the University is conducting a special tutorial and cultural program for elementary-school children living in a nearby public housing complex and this program, too, has recommended itself for enlargement and extension into areas in which children require similar supports.

This descriptive sampling of the activities of the University in its relationships with the public schools appears to be indexical, rather than exhaustive. It shows that Texas Southern programs relating to the public schools have gone far beyond the training of larger numbers of teachers and school administrators, important as this activity in the University impact on scholastic education has been. The most recent University address to the specific problems of public education has been, of course, the initiation of a formal curriculum resulting in the doctorate in areas of professional education. While the School of Education has said that its doctoral candidates shall have complete freedom in their selection of approvable dissertation studies, it has already been announced that a certain preference will be given to those topics which contemplate a competent address to the problems and prospects of urban education.

E. THE UNIVERSITY AND THE COMMUNITY

The most obvious current programs of community involvement at Texas Southern University are those which engage themselves in conceptualizations and implementations now associated with the "Model Cities" programs -- shortly to be converted into "community development" activities. Whatever is to happen with respect to changes in Federal policy respecting the cities, Texas Southern has already recorded a history of active participation in meaningful programs in civic improvement and the promotion of general community welfare, this occurring long before the inception of the "demonstration cities" legislation and probably originating, at least by implication, with the selection of the first permanent President. Mention has been made several times earlier of the "political overtones" which were read into the appointment of Dr. Lanier. The commentary of Dr. Ira Bryant on early times at Texas Southern reflects something of the nature of what "community involvement" was taken to mean in the forties, "Our predecessors -- Carter Wesley, Jack Atkins, Jim Nabrit [who practiced law in Houston and was later to become president of Howard University], and R. O. Lanier made it possible for the Black community to exercise the ballot. They opened the doors of all higher educational institutions in the state. They brought us a step closer to first-class citizenship. In short, they opened many doors that were formerly closed to the Black community."[15] A portion of the background of this reference was, of course, the pre-Texas State Unviersity era, but the Bryant comment alluded to Dr. Lanier's standing in the Houston community at the time of his appointment to the University presidency.

Though the Nabrit administration was not generally regarded as "controversial" in the political or community sense, it was a period of accelerated involvement in appropriate civic affairs for the University. There was, of course, a gradual heightening of racial tensions in the nation during the fifites. In the wake of the Supreme Court decision on desegregation in 1954, a "natural" increase in racial awareness occurred throughout the nation, but especially in the South, as school systems were faced with a prospect of a "disintegration" (the word is ironic, but particularly fitting) of "the dual system" of public education. Large city school systems, such as that in Houston, had to expect that they would be early and vulnerable targets for "desegregation" efforts. Community anxieties relating to the meaning of the key phrase "with all deliberate speed" in the Court Decision were directly connected with sober assessments of the status of race relations in the given localities.

During President Nabrit's tenure, of course, the activities of Dr. Martin Luther King came into national and international prominence, and the student sit-ins were begun. There was the monumental "March on Washington" by civil rights forces in 1963, an event in which Houston's Black community was individually and collectively interested and, one might add, involved. The Civil Rights Act of 1964 became national law while Dr. Nabrit was the TSU President, an enactment in which he may have had something of a decisive role.[16]

It must be said, however, that the University did not have during the Nabrit years a "high profile" in racial controversy per se up until the time of the student sit-ins, which occurred in Houston shortly after they were started in North Carolina. The University did, however, enlarge its connections in both the minority and majority communities through its research activities in the natural and social sciences, and after 1964 began a more direct address to the problems of school desegregation. President Nabrit found himself more and more in demand in the area of international affairs, and this served to increase his own prestige and that of the University at home. His was frankly a "mainstream" orientation: "Dr. Nabrit says he sought at Atlanta University and TSU to break the traditional . . . technique of emphasizing the Negro's role. 'Such channels are too narrow,' he says. 'If we can get our students into the mainstream of American life, we will have been successful.' "[17] This turned out to be a valedictory statement from Dr. Nabrit to Texas Southern There was still to come the May, 1967, confrontation, really before a single year had passed in the succeeding administration.

Even following this confrontation, when the Interim Committee assumed responsibility for the administration of the University, there was a continuation of the institution's community involvements, which had suddenly become more volatile as "racial" and "political" matters. This continuation of a community involvement was, of course, much more delicate and "threatening" following the 1967 affair. The University did not, however, as available evidence shows, disclaim or discontinue its ties into community development, even during the brief period when its very existence was being called into serious question. The Interim Committee engaged itself in what can best be described as a "holding action," as, indeed, was appropriate to its obvious functions: there had been a dramatic and traumatic experience for the students and for the University itself, but drama and trauma were a part of the American racial expereince in the late sixties. The avowed function of the Committee was to maintain respectable academic and service status until such time as the Board of Director named a new president. A nomination of the new president was made early in 1969, and Dr. Sawyer became the official head of the University.

Within the last five years Texas Southern's community commitments have greatly increased -- in some instances, of course, as a result an increased national attention to citizen involvement in the processes of societal decision-making. Many of the University's community programs have come, however, from an institutional process of design and planning for "the urban thrust." The University Administration has stimulated and encouraged faculty and staff initiatives in some matters, and in others, it must be said, T. S. U. people have themselves had basic conceptual and implemental participations.

The University's "Week-End College" is one example of an academic "innovation" particularly suited to a community need in Houston and its surrounding areas. Texas Southern did not, of course, originate the "week-end college" concept: it has been in operation at several institutions -- C. W. Post College and Seton College in New York, and Mundelein College in Chicago, among others. As a matter of fact, Texas Southern had itself for many years offered graduate courses exclusively on Saturdays, chiefly for the benefit of Houston-area teachers who wished to continue their master's degree studies while retaining fulltime employment.

The University Administration and Faculty reached a decision in 1973 to extend the "seven-day" concept to undergraduate offerings on Friday evenings, Saturdays, and Sundays. Factors involved in this decision, according to the minutes of the University Staff Conference, were, among others, the considerable percentages of Texas Southern students who can afford part-time enrollment because of the necessity that they maintain employment for financial reasons, the incidence of increase in leisure time among growing numbers of employed persons, the number of potential college enrollees who, for one reason or another, have terminated their formal education at the point of high-school graduation.[18]

The "experiment" with the expanded concept of week-end courses was begun at Texas Southern in the Spring Semester of 1973 with a controlled group of thirty-five (35) students. In the Fall Semester of the 1973-74 academic year the enrollment increased to some five hundred (500) students, and the number of courses offered was greatly expanded. Enrollment figures show that the Week-End College is attracting larger numbers of students each semester, and University officials speculate that in time the component will be equal in student population to the "regular" week-day enrollment.[19] The students are, of course, more mature, ranging in age from twenty to sixty, and they tend to come from the groups which were originally envisioned as primary enrollment sources. There is, however, some incidence of a tendency of "regular" students to combine week-day and week-end course sequences.

The Week-End College has become the University base for the establishment of a Division of Continuing Education, a unit which even now is expanding, together with other components, University activities directly addressed to an adult clientele which is showing more and more of an interest in participation in structured educational experiences. Indeed, the TSU program was selected as one of twenty innovative programs invited to exhibit graphic descriptive materials at the 1974 annual convention of the American Association of Higher Education.

Another illustrative program which sheds light on the Texas Southern commitment to community participations is the institution's **University Year for Action Program**. Here is an example of a national program, the guidelines for which lend themselves or can be interpreted as particularly suited to the philosophy of an institution with an urban mission. Texas Southern was by no means the pioneering institution in the implementation of the UYA concept, though it presented a successful proposal and became one of the early grantees in the national program.[20] Indeed, its first University director -- who is one of the authors of the present monograph -- served as a sometime national consultant for the program before she assumed responsibilities as University Vice-President for Urban Programming and later as Assistant to the Mayor of Houston.

Briefly, the concept of the University Year for Action program envisions an effective and credit-bearing student participation in services to community agencies and community activities. It can be regarded, basically, as an extension of the time-honored "apprenticeship learning" idea or of the later "practice and/or demonstration teaching" in American teacher-training institutions. UYA extends the principle of field experience for students as a part of the learning process while they are still in training, and awards this field experience a grade-point and semester-hour credit equivalency to regular class and other traditional requirements for students.[21] In one sense, at least, the concept telescopes an older **cooperative education** to study-plus-work, but it equates the actual work with the formal study, both of which theoretically generate student performance which can yield academic points counting toward legitimate college credits and toward the satisfaction of graduation requirements.

Texas Southern already had an undergraduate Cooperative Education program, federally subsidized, so it was not a radical departure from University philosophy to extend the concept and shorten the time-requirement for the completion and validation of "on-job" experiences as credit-yielding learning exposures for students, given agreed-upon criteria of "performance learning" as between University schools and departments and the host community agencies in which the student participation occurs. Thus, graduate students at Texas Southern have been staff members and paraprofessionals associated with many community agencies under UYA auspices, and the whole program has proved to be, according to all reports, a successful venture.[22] In any event, it has been a significant University experiment -- one of several, it must be said -- in locating its programmatic thrusts in meaningful community participations for students.

There is an important point to be observed here with respect to both student and community perceptions of what constitutes "a meaningful involvement." Traditionally, students enrolled in many American universities have, as a matter of routine, and perhaps as a matter of academic requirement, been affiliated in one way or another with approved community agencies, but merely as observers and non-commital "learning evaluators," as it were. The "apprenticeship" concept has not required, except perhaps in the case of the "practice teaching" principle, that there be an effective demonstration of on-job-competency in professional skills. Even in the traditional teacher-training programs, the name most frequently given to apprenticeship service has been "**practice teaching**," the implication being that in a sense the student is in a "play school situation."

The newer concept, as exemplified in the UYA program, appears to require that the student approach his apprenticeship as a professional service, to be done in a professional way. Instead of one course which is a "practicum," much of the student's academic work takes this form, and instead of a three-to-six hour credit-bearing site experience, the student earns the bulk of his academic credits through actual in-service performance in a professional situation. More than this, the awarding of credit for the field experience must be validated through several schools and departments, rather than by only one agency of the University. This latter fact is an important departure from the traditional academic approach.[23]

The Week-End College and the University Year for Action programs are cited here as exemplary of the fact that Texas Southern has become more substantively involved than ever in community affairs. Its Urban Resources Center has been engaged in community-oriented research in mass transportation, in community health services, and in other areas. The results of this ongoing research have already been utilized by local and State agencies, and are incorporated into reports and publications. Among these have been the Lede and Dixon brochures, one entitled **Urban Minority Groups in Houston** (1973), another named **Citizen Participation: A Functional Analysis** (1974). As mentioned earlier in this monograph, the Urban Resources Center staff has by now gained at least a beginning leverage in local, State, regional, and national urban research programs, and its institutional accomplishments at the time of this writing are continuously expanding.[24]

In keeping with the announced theory that its urban mission is both interdisciplinary and University-wide, Texas Southern has sponsored -- sometimes, it turns out, at a rather considerable University expense in man-hours and voluntary services -- a sizeable program of community engagements in its "Model Cities" commitments. Built into ongoing curricular programs in appropriate areas are a Drug Abuse Clinic, a Legal Aid Clinic, an

LSD (Let's Stop Drugs) campaign. T. S. U. research and action projects now have connections with the Environmental Protection Agency, the National Aeronautics and Space Administration, the Department of Housing and Urban Development, the Department of Transportation, the Texas Highway Department, and similar agencies. The University proposes to involve itself, according to officials, in whatever appropriate activities may pertain to its philosophy of urban involvement and to its institutional capabilities.

F. THE UNIVERSITY AND THE BUSINESS WORLD

Texas Southern has not had a record of "success" in establishing relationships with the world of business and industry -- at least, not up to this point in its history. Since the application of the "affirmative action" concept as related to equal employment of minorities, of course, the University has -- as have other predominantly Black institutions -- become a primary recruitment center of trained minority manpower. It is true that the University is now one of the two centers of a minority manpower training program in banking and finance sponsored by funds from the American Bankers Association. The University has periodically received small grants from individual businesses and from industrial foundations,[25] though these grants have, by and large, been made in token amounts, large enough to be "respectable," but miniscule in comparison with grants from some of the same businesses and industries to majority institutions. Business and industry have, thus far, simply not seen the wisdom or the fitness of their making sizeable investments in a Texas Southern University, presumably because it is a minority institution, and is not seen as capable of a major impact in the world of business and industry.

This presents itself as yet another irony to which "minority" instiutions are still subject. Faced with a very practical problem of recruiting Black manpower as an indication of their compliance with the Civil Rights Act of 1964, the nation's businesses and industries turned -- almost reflexively, it now seems -- to Black colleges and universities as manpower sources:

"Industry and the federal government are prime employers of the

> graduates of Black colleges. However, the isolation of the institution's competence from the caliber of its graduates is much too apparent. By any conventional standard of measurement, the majority of these graduates continue to compete favorably with the graduates of the prestige universities in their chosen fields of endeavor. Only recently, however, have we been able to direct the attention of the recruiter and his organization to the nature of the institution which produced the graduate he seeks to employ."26

The fact is that American business and industry were of necessity forced to seek what was for a time a rather massive minority personnel supply at the places where this supply was most readily available -- the nation's Black colleges and universities. It was a source which they had historically neglected, and which they were, except in rare cases, still unwilling to subsidize in substantial ways.

An additional comment here has to be made: the record of grants and gifts to colleges and universities from business and industrial concerns shows that such contributions toward the subsidy of minority manpower training programs as were made went largely to majority institutions which were willing, at long last, to undertake "crash programs" in the training process. "Minority training programs" at majority institutions became something of an educational fad and have been generously supported by the business and industrial community.[27] Meanwhile, the Black institutions, which have had the bulk of the experience in the training of minority manpower, have been largely -- one is tempted to say here, pointedly -- ignored. It seems that there is a perception among the decision-makers in business and industry that, with respect to minority manpower training, many majority institutions which are both racially-inexperienced and programmatically undistinguished can, nonetheless, do a better job than those institutions which have undertaken the burden of such training through the years.[28]

In the case of the Texas Southern University training capabilities, such a categorical attitude, if it exists, is particularly inappropriate and unrealistic. The University has amply demonstrated -- as, indeed, have other Black institutions -- its capabilities in minority manpower training. Its School of Business is, as has been mentioned, an accredited recipient of approval from The American Association of Collegiate Schools of Business, an impressive credential in the context of the present discussion. The University conducts a Small Business Development Center as a part of its "Model Cities" operations, and has received grants from the Office of Minority Business Enterprises. The School has been a recipient of special funds from the Ford Foundation and from the Sloan Foundation, and has been awarded special grants from other philanthropies interested in the training of minority people in business and industry.

Indeed, Texas Southern University is itself, in one sense, a multi-million dollar minority enterprise, probably, as has been said, the largest such minority operation in the State of Texas, and perhaps placing high in the ranks of minority-manged corporate agencies in the nation itself. This comment is not intended, obviously, to equate the management of an institution of higher education with, say, the management of a large corporation: there are transparent and fundamental differences. The point is to note, however, that the operations of many colleges and universities, including Texas Southern, involve management skills and economic decision-making which may easily be overlooked by potential investors in these enterprises. It should be noted further that precisely because few of them, public or private, have had enough money, and most of them have had a special reason to implement an effective delivery of services, the nation's Black colleges and universities have had to learn "lessons in economics" seldom mentioned or understood in the very classroom presentations on the subject which are taking place on their campuses. In this respect, of course, they are probably no different from their non-Black institutional colleagues.

The most frequent responses which Texas Southern -- and other Black institutions, as well -- can presently claim from "the world of private finance" have resulted from its communications with philanthropic organizations, many of which have been created, of course, through the unselfishness and generosity of private individuals and/or families, but some of which represent corporate investment in institutional and human development. Texas Southern has had its successes with the foundations, though, as a public institution, it has always been subject ot the understandable "reservation" among philanthropic organizations that private funds should not be used as a means or a pretext for relieving or circumventing a public responsibility. Still, the University has made its representations to the private foundations, and it must be said that many of the directorates of these foundations have understood that the situation of a predominantly Black college, albeit a publicly-assisted school, has not always assured that public funds will be available for its necessary and meritorious programs and services. Thus, the University has been granted awards, in greater or lesser amounts, from various national philanthropies. These awards have, in many cases, been in the nature of "seed grants" which have enabled the establishment and/or maintenance of programmatic and service innovations which have since become a part of regular University operations.[29] It should be said, indeed, that Texas Southern University, still a very young institution of higher education, could not have made whatever degree of progress it has made without an availability of financial and programmatic support from the private foundations.

There is some evidence that an awareness of the educational and societal values of an institution like Texas Southern is growing in the business and industrial community, though this evidence is still preliminary and tentative. Grants to the University from business-oriented organizations such as the American Bankers Association and University participations such as that of the National Alliance of Businessmen can be interpreted as hopeful signs for the future. Certainly, Texas Southern must itself develop greater skills and sophistications in presenting its case to the business community. This community, in turn, might be well-advised to look more closely and more interestedly at the programmatic and manpower possibilities of the University, and at its potential for the development of a technical and research capacity which can serve the business and commercial world in good stead.

G. INTERNATIONAL AND INTER-CULTURAL CONSIDERATIONS

An area of growing University participations in increasingly diversified fields is that of inter-cultural and international affairs. In a sense, such participations might be considered a "predisposition" of Texas Southern from the time of the selection of Dr. Lanier as its first president. It must be remembered here that he came to the University Presidency from a post as United States Minister to Liberia.

The University's "image of involvement" in international affairs was definitely carried forward during the regime of President Nabrit, if for no other reason than his extensive identification with international affairs. Dr. Nabrit served several national administrations as a consultant and as an official delegate in both domestic and overseas assignments, and was particularly active in African affairs during the Kennedy Administration.[30] It was during the Nabrit years that Texas Southern began its participations with the inter-institutional Institute of African Affairs, initially directed by Dr. John Hatch.

Under President Sawyer, the international and inter-cultural activities of the University have increased apace. As has been said earlier in this monograph, Texas Southern has become the site of training programs for the Peace Corps and Teacher Corps/Peace Corps programs. These have brought the University into cooperative arrangements with several African governments and institutions, and have required an extensive T. S. U. overseas presence. Dr. Sawyer has himself actively participated in the implementation of these programs, but has served in other institutional and governmental capacities as well. His most recent participation has been his membership with a team of American educators selected for a visit to the mainland Republic of China.

It now seems likely that Texas Southern involvements in international and inter-cultural affairs will greatly increase. President Sawyer made extensive reference to the necessity for such an involvement in his presentation to the 1975 University Mid-Winter Planning Conference, and it has been a recurring theme in many of his public comments.[31] Texas Southern is attracting students from African and Asian countries in larger numbers than at any time in the institution's history, and some portion of this attraction must be attributed to a much more visible University "presence" in Africa, in Asia, and in other "Third World" areas. The University is definitely gaining in stature as a center of international studies and as a locus of significant inter-cultural studies, both domestic and foreign.[32]

ANNOTATION – CHAPTER IV

1. The "special purpose" designation has already begun to attract national attention to the University. See, for example, the series of publications of Dr. Martin Jenkins, of the American Council on Education, relating to urban education and urban studies.

2. **Texas Southern University: An Overview - The Urban Commitment.** (Houston: 1974), 18 pp.

3. Sawyer, "Prefatory Statement," **Texas Southern University - Developmental Strategies,** p. ii.

4. Bryant, **op. cit.**

5. See Footnote No. 35, Chapter III.

6. **Bulletin of Texas Southern University** (Official Catalog), 1950.

7. See Washington, **Up From Slavery.**

8. "T. S. U. Gets $95,045 H. E. W. Fund," **The TSU Clarion.** (September - December, 1964), 1.

9. This document is dated June, 1973.

10. Interview, April 15, 1975. Quoted by permission.

11. **Ibid.**

12. Many of these consortia have been formed under the provisions of Title III of The Higher Education Act of 1965.

13. There is direct cooperation, for example, as between the Texas Southern Urban Resources Center and the University of Wisconsin at Milwaukee, which also has an urban orientation; as between the School of Technology and the Stout campus of Wisconsin, which has a national and international reputation in technological training.

14. President Sawyer has served as a board member in several such organizations, including N.A.F.E.O. He was one of a group of Black college presidents who presented the case for these institutions to then-President Richard Nixon, a meeting which may have led to the addition of the Advanced Institutional Development Program to the Title III component of the Higher Education Act.

15. Bryant, **op. cit.**, p. 13.

16. Dr. Nabrit had served special functions in the prior Kennedy administration, and was apparently well known to then-Vice President Lyndon B. Johnson. When Mr. Johnson became President, he appointed President Nabrit to the Atomic Energy Commission as its first Black member.

17. Zarko Franks, "Academic Demi-God, Dr. S. M. Nabrit, a Brilliant Scientist, a 'Terrific Man,' " **The Houston Chronicle**, reprinted in **The TSU Clarion**, XVII, No. 9 (1966), 13 - 14.

18. NB, Jorhanna Price, "Weekend College," **The Houston Post**, December 6, 1974.

19. **Ibid.**

20. A description of a preceding Urban Intern Program is contained in Dixon, "The Role of Texas Southern University in Urban Development," **HUD Challenge**, May, 1964.

21. The performance criteria are agreed upon by the student, his academic advisors, and the agency supervisors in the community agency assignment.

22. One example of a UYA effort in Houston was the formation of a TSU-UYA "ecology team," which undertook, among other projects, to reclaim and beautify a deteriorating city park in a predominantly Black neighborhood. The project had a public appeal, and attracted wide publicity.

23. The "practice teaching" requirement in the University's teacher-training sequences is under the monitorship of the several schools and departments, but is, of course, validated and accredited in the School of Education.

24. See Dixon, **op. cit.**

25. Typical listings of these grants can be found in the University's quarterly **Urban Notebook**. The latest available listing (December-February, 1975) does not show a private or "commercial" grant of more than $5,000.00.

26. Sawyer, **Position Statement** (January 24, 1973), p. 3.

27. See, however, **Private Support and the Public Negro College**, 1968.

28. **Ibid.**

29. State funds have been made available for programs which were established through these "seed grants."

30. Dr. Nabrit served as a special ambassador to Niger for the Kennedy administration, among other assignments. See "Dr. Nabrit Reports on Mission to Africa," **The TSU Clarion**, XII, No. 4 (April, 1962), 1.

31. See, for example, Sawyer, **The Three Communities of Texas Southern University**, September, 1974.

32. **Ibid.**

EPILOGUE

THE ACCOMPLISHMENT THUS FAR. . .

It is, hopefully, obvious at the end of this narrative that it would both premature and inappropriate to draw any absolute "conclusions," either historical or inferential, from a recounting of the Texas Southern University institutional experience. The University is still deeply engaged in a difficult process of transition "from separation to special designation," and final judgments must await the completion of this process. There are possible philosophical pitfalls and institutional hazards which University officials, conscientious and perceptive as they have been, simply may have not foreseen. The University Administration has extended itself and has exercised faculty and staff people in an energetic effort to maintain and support an institutional position of programmatic and service strength which can be of immense value and basic worth to the general society. Yet, Texas Southern, despite its positive and creative efforts in promoting educational concepts which have acknowledged value in achieving cultural pluralism in America, may still be vulnerable in a process of legal and societal change which could conceivably destroy its institutional integrity. Social and political forces are still at work which could reduce what has been a tremendous historical and human effort in behalf of higher education for minority students to the proportion of a footnote in the history of American higher education.

The University is still growing and flourishing at the time of this writing, and it appears to have verified a rationale for programmatic and service operations which are both consistent and contributory -- with respect to its minority commitments and to the larger goal of cultural pluralism in national and international contexts. Successive University administrations, sometimes under severe criticism from influential clienteles and/or potential supporters, have maintained an institutional poise and equilibrium which are frequently not easy to sustain. Texas Southern's programmatic and service aspirations have often been perceived as bold and innovative, "considering the origins," but the institution has, in recent years at least, shown a willingness to place surpassingly valuable pawns of institutional safety as calculated risks in a process of viable and justifiable agential continuity

-- on terms which University people have had a substantive part in defining. Indeed, there are carefully-drawn plans and projections of Texas Southern's growth and development, and it is apparently the full intent of the Board of Regents, the University Administration, the University Faculty and Staff, the Student Body, the Alumni and Ex-Students, the friends and patrons of the University, the Houston community, and others that these plans and projections will be provided with societal room to become operational.